

DOCUMENT RESUME

ED 441 573

PS 028 562

TITLE Head Start 2010: Fulfilling the Promise. Report of the Head Start 2010 National Advisory Panel.

INSTITUTION National Head Start Association, Alexandria, VA.

SPONS AGENCY Kellogg Foundation, Battle Creek, MI.; Freddie Mac Foundation, McLean, VA.; Foundation for Child Development, New York, NY.; A.L. Mailman Family Foundation, Inc.

PUB DATE 2000-04-00

NOTE 61p.; Writing and editing provided by Salvatrice DeLuca.

AVAILABLE FROM National Head Start Association, 1651 Prince Street, Alexandria, VA 22314. Tel: 703-739-0875; Fax: 703-739-0878; Web site: <http://www.nhsa.org>.

PUB TYPE Reports - Evaluative (142)

EDRS PRICE EDRS Price MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS Change Strategies; Cooperation; Financial Support; Parent Participation; Preschool Education; *Program Attitudes; Program Development; Program Effectiveness; *Program Improvement

IDENTIFIERS Access to Services; *Project Head Start

ABSTRACT

In anticipation of the 35th anniversary of Project Head Start, the National Head Start Association (NHSA) launched a national initiative to discover how Head Start can best serve children and families in the new millennium. A series of hearings and open forums were conducted throughout the country in 1999, along with a special session featuring original founders of Head Start and a Head Start parent survey. The testimony is clustered into four broad themes: (1) maintaining and strengthening the quality of Head Start programs (salary, training, governance, and accountability); (2) enhancing support for parents and families (parents' roles in program implementation and their own special needs for services); (3) overcoming obstacles to collaboration (effective working relationships within the Head Start network and partnering with other organizations); and (4) rethinking eligibility, funding, and access to services (access and participation in Head Start). Detailed recommendations were created around five "unfulfilled promises": (1) to children and families (continued research on new innovations and increased responsiveness to the changing needs of families, particularly with respect to cultural diversity); (2) on quality (improved salary and benefits packages, training and capacity development, and infrastructure support); (3) on collaboration (improved information exchange and dissemination of partnership models both within and outside the Head Start network); (4) to communities (maintaining Head Start as a direct federal-to-local program and mounting a major national marketing campaign to increase public awareness about the program); and (5) on full funding (moving to full-day, full-year programming and serving all eligible children). (Contains 21 references.) (EV)

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Head Start 2010

2010 National Advisory Panel

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Advisory Panel of the
National Head Start
Association

Fulfilling
the
Promise

PS 028562

April 2000

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**The National Head Start
Association Mission Statement**

On behalf of its membership
(primarily composed of Head Start
directors, staff, and parents of
children currently enrolled in Head
Start), the association strives to:

- Define and implement
strategies for maintaining,
improving, and funding the
Head Start program.
- Provide training and
professional development
services.
- Advocate for the provision
of quality services to the Head Start
community including the training
and professional development
of Head Start staff.
- Advocate for measures
that support the development of
children and that assist parents in
meeting their family's needs including
becoming economically
self-sufficient.
- Develop and disseminate
research, information, and resources
that impact child and family-
oriented legislation and Head Start
program development.

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Head Start 2010: Fulfilling the Promise was
funded by a generous grant from the W.K.
Kellogg Foundation. The views and conclu-
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Thirty-five years ago, America made
a promise to its most vulnerable,

low-income children. The promise was

It is to engage their families with quality,
comprehensive services — in education,

health, nutrition, family support,

and parent involvement — to prepare

time these children for school and to give

them a head start in breaking

the cycle of poverty.

to fulfill

More than **eighteen million children**

have benefited from the Head Start

the program since its inception in 1965.

but many more could have, and

should have. Today, Head Start is

promise. able to serve only forty percent of all
children eligible under Federal

poverty guidelines.

[Head Start] was conceived not so much as a Federal effort but as a neighborhood effort, and the response we have received from the communities has been the most stirring and enthusiastic of any peacetime program I can remember.... The success of this year's program — and our plans for years to come — are symbols of this nation's commitment to the goal that no American child shall be condemned to failure by accident of birth." — **President Lyndon Johnson**

crucial is the matter of early growth that we must make a national commitment to providing all American children an opportunity for healthful and stimulating development during the first five years of life. I pledge myself to that commitment. — **President Richard Nixon**

"Perhaps the most significant factor in the success of Head Start has been the involvement of parents, volunteers, and the community. Their commitment and the services provided by dedicated Head Start staff have been instrumental in creating a quality program that truly provides young children with a 'head start' in life." — **President Ronald Reagan**

"Because Head Start helps to ensure that children enter school eager and able to learn, strengthening and expanding this program is an important part of our national strategy to promote excellence in American education. I have proposed a \$500,000,000 increase in the budget which will allow us to serve up to 20 percent of the eligible four-year-olds before they start kindergarten." — **President George Bush**

"As a nation, we must make a commitment to strengthen our families. One of the greatest commitments we can make is to provide children with the 'head start' they need from day one.
— **President Bill Clinton**

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Congress of the United States
Washington, DC 20515

As long-time supporters of Head Start in the U.S. Congress, we have seen the ebb and flow in public opinion and government stewardship of Head Start over the years. We have also seen that Head Start makes a tremendous difference in people's lives in our districts and elsewhere throughout the nation - millions of children and families who have benefited in the past and who are better prepared for school and work in the 21st century. Now, more than ever, it is vital to ensure that Head Start continue on its current path of growth and quality improvement. We know that Head Start works: the challenge is to help it work even better for even more children and families.

We applaud the National Head Start Association for its leadership in proactively charting a future course for the next ten years of Head Start. We are proud to have lent our support to this effort as Honorary Members of the National Advisory Panel, and we wish you every success in accomplishing your goals. Indeed, if you succeed - if Head Start is more successful in reaching more kids and families with quality, comprehensive services over the next ten years - then we *all* succeed, and our nation as a whole can fulfill its promise.

Michael Castle, M.C.

Loretta Sanchez, M.C.

Christopher Dodd, U.S.S.

Edward Kennedy, U.S.S.

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Preface

For the past year, it has been our great honor and privilege to co-chair this most exciting and inspiring initiative. On behalf of our esteemed colleagues on the Head Start 2010 National Advisory Panel, we are very proud to present this report to the Head Start community and to the nation at large.

When we first began this dynamic listening process more than a year ago, we hoped to enlist the participation of a broad range of individuals and organizations and to gather their diverse opinions, concerns, findings, and experiences with Head Start. We endeavored to craft a process that would focus on certain key questions but would allow for all relevant input on future directions for Head Start. Now, a year later, we are still in awe of the power of Head Start to inspire so passionate a response.

The outpouring of support for, and involvement in, the Head Start 2010 process far exceeded all our expectations. Our panel heard from scores of knowledgeable witnesses from all walks of life who either testified in person at hearings and open forums throughout the country or who submitted written testimony and statements when they could not personally attend. Our role was to listen – to ask questions and clarify points – but primarily to synthesize an enormous amount of valuable input into the findings and recommendations presented here. So, as we reflect now and look back over the horizon, what did we see?

Head Start has made tremendous accomplishments in its first thirty-five years of existence, indeed more than some critics would have us believe. It has remained true to its legacy as one of few surviving programs of the War on Poverty, despite repeated attempts to undermine it largely through Federal funding cutbacks. It strives constantly to address weaknesses and improve quality while simultaneously responding to the need to expand and do more with insufficient resources. Head Start has upheld its share of the bargain; it is now up to the rest of us, as a nation, to do our part to fulfill the promise.

Valora Washington, Ph.D.
Chair, Head Start 2010
National Advisory Panel

Edward Zigler, Ph.D.
Honorary Co-Chair, Head Start 2010
National Advisory Panel



Foreword

Ten years ago, on the 25th anniversary of Project Head Start, the National Head Start Association (NHSA) convened a committee of nationally renowned experts, known as the Silver Ribbon Panel, to review the past accomplishments of Head Start, identify challenges, and make recommendations for future directions. The report of the Silver Ribbon Panel, entitled *Head Start: A Nation's Pride, A Nation's Challenge*, was a landmark synthesis of then-current thinking and prior research on Head Start's effectiveness, limitations, and strategies for improvement. It not only guided program implementation at NHSA but was also influential in subsequent national research, notably the 1993 report of the Advisory Committee on Head Start Quality and Expansion (entitled *Creating A 21st Century Head Start*, sponsored by the Department of Health and Human Services), and in Federal policy development, such as the quality-improvement set-aside funds written into the 1994 and 1998 Reauthorization Acts.

The year 2000 marks the 35th anniversary of Project Head Start. NHSA has again mobilized around this milestone to examine the existing state-of-the-art and explore challenges and opportunities for the future of Head Start. The Head Start 2010 National Advisory Panel was not asked to recap the history and accomplishments of Head Start, nor to delve comprehensively into the many recent and current research initiatives around Head Start. Instead, the charge was to facilitate a process for formal and informal information-gathering from as many different, relevant sources as possible, and to identify critical directions for strategic planning and goal setting for NHSA in the coming years.

On behalf of the board of directors, I would like to thank Dr. Valora Washington and Dr. Edward Zigler for co-chairing the National Advisory Panel. I would also like to recognize the visionary leadership of NHSA Chief Executive Officer Sarah Greene, and the outstanding work of the staff, particularly Maggie Holmes, Gwen Freeman, and Michelle Davis of the NHSA Partnership Office. We have done much, but there is much more yet to do.

Ron Herndon
President
National Head Start Association



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Acknowledgments

The National Head Start Association expresses sincere appreciation to:

The W. K. Kellogg Foundation, The Freddie Mac Foundation, The Foundation for Child Development, and the A.L. Mailman Foundation for their generous support of Head Start 2010;

The Learning Channel (TLC) for producing and distributing a special public service announcement (PSA) to highlight the Head Start 2010 initiative – thanks to TLC's commitment and partnership with NHSA, cable companies across the country were able to air the PSA, allowing us to spread our message and solicit feedback for this report;

The members of the **Head Start 2010 National Advisory Panel**, for contributing their valuable time and their formidable intellectual capital to this important project;

The following **co-sponsoring organizations**, for allowing us to tap their constituencies and hold hearings and forums at their national conferences:

The National Parent Teacher Association (National PTA)

The State Child Care Administrators of the National Child Care Bureau

The American Association of Marriage and Family Therapists (AAMFT)

The National Black Child Development Institute (NBCDI)

The National Association for the Education of Young Children (NAEYC)

The National Council on Family Relations (NCFR)

Zero To Three: National Center for Infants, Toddlers and Families

The **hundreds of witnesses**, for their time and thoughtfulness in preparing oral or written testimony for this project;

The **Henderson Group**, of Rockville, MD, for assistance with project coordination – and to Cynthia Henderson, president, and **Salvatrice DeLuca**, senior consultant and project editor;

Head Start directors, staff, and volunteers, for the work they do every day and for their commitment and dedication to the children and families they serve; and

The **children, parents, and families of Head Start**, for their spirit and persistence in the face of so many obstacles and for bringing hope and inspiration to all of us.

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Executive Summary

Excellence and equity are inseparable—a good society cannot have one without the other. Any society that abandons either is imperfect.

—Julian Bond

In anticipation of the 35th anniversary of Project Head Start in the year 2000, the National Head Start Association (NHSA) launched an exciting national initiative, *Head Start 2010: Fulfilling the Promise*, to discover how Head Start can best serve children and families in the new millennium.

A National Advisory Panel was formed, composed of 16 nationally renowned early childhood and education experts and local Head Start staff and parents, to convene a series of dynamic hearings and open forums around the country from April through December of 1999. These sessions were held at conferences and meetings in partnership with other co-sponsoring national organizations, where in many cases the audiences overflowed, evidence of tremendous enthusiasm for the project. Hundreds of participants attended these sessions, at which witnesses shared their experiences and views on what Head Start should be and do in the future. To facilitate this process, NHSA developed a framework of Hearing Questions and guidelines for submitting testimony, and the panel also accepted oral and written statements outside the framework. The witnesses, representing a wide range of roles and organizations both within and outside of the Head Start network from all over the country, demonstrated great passion, conviction, and knowledge in sharing their experiences, opinions, and suggestions in thoughtful dialog with the panel members.

Besides the hearings and open forums, NHSA convened a special session featuring several of the original founders of Head Start, to incorporate their historical perspectives on the evolution of the program over time and their vision and directions for the future. In addition, NHSA conducted

a survey of Head Start parents to determine their perceptions of the program's effectiveness; the survey results indicated that the parents felt very positive about Head Start's effectiveness in helping them with their children in various ways. Finally, the panel also reviewed and considered current and recent research on Head Start and related matters, to inform the report and provide a basis for developing recommendations from the themes that emerged through the testimony.

In preparing the final report, the panel considered the testimony within a context that included three essential elements: a vision statement of what Head Start is; its historic strengths and successes; and the critical driving forces shaping the current environment within which Head Start exists. The vision statement that the panel developed follows:

Head Start, a community-based national initiative, is a proven model that sets a national standard for preparing a diverse array of low-income children for success in school and later life, for supporting their families as they strive for economic self-sufficiency, and for providing an effective environment where parents and professionals work and grow.

The context also included a discussion of ten keys to the success of Head Start, including several recent surveys and studies reaffirming its effectiveness, and seven critical issues that define the external environment surrounding Head Start.

The major findings in this report evolved directly from the testimony of the witnesses. Despite their diversity, common issues surfaced early in the process and were repeated throughout. The testimony offered by the witnesses clustered into four broad themes:

1. **Maintaining and strengthening the quality of Head Start programs**, encompassing salary, training, governance, and accountability issues;
2. **Enhancing support for parents and families**, encompassing parents' roles in program implementation, as well as their own special needs for services;
3. **Overcoming obstacles to collaboration**, encompassing issues around effective working relationships within the Head Start network and in partnering with other organizations; and
4. **Rethinking eligibility, funding, and access to services**, encompassing issues related to access and participation in Head Start.

The panel concluded that while much had been accomplished in the first thirty-five years of Head Start, in many ways the promise remains unfulfilled. The panel reviewed the recommendations made by other committees in earlier reports, then made detailed recommendations for the next decade around five key goals:

1. **Fulfill the promise to children and families**, encompassing recommendations for continued research on new innovations and increased responsiveness to the changing needs of families, particularly with respect to cultural diversity;
2. **Fulfill the promise on quality**, encompassing recommendations for improved salary and benefits packages, training and capacity development, and infrastructure support;
3. **Fulfill the promise on collaboration**, encompassing recommendations for improved information exchange and dissemination of partnership models both within and outside the Head Start network;
4. **Fulfill the promise to communities**, encompassing recommendations for maintaining Head Start as a direct Federal-to-local program and mounting a major national marketing campaign to increase public awareness about the program; and
5. **Fulfill the promise on full funding**, encompassing recommendations for moving to full-day, full-year programming and serving all eligible children.

Head Start is important to me because I'm a Head Start kid: I was part of the first class in 1965. My parents were immigrants and had three other children. My mother learned how to parent better: she became accustomed to going to school and dealing with the teachers and administrators and accessing services for her family. She went on to become chairman of the PTA and den mother for the Girl Scouts. Then she brought my dad into the fold...he became Scoutmaster and Little League umpire. This was a family that began to be part of the community.

—Rep. Loretta Sanchez.

D-California, Congressional Hearing

Part I: **Introduction**

*Train up a child in the way he should go, and when he is old,
he will not depart from it.*

— Proverbs

Looking Forward: The View from the Chair

*Comments by Dr. Valora Washington upon convening
the first meeting of the Head Start 2010 National
Advisory Panel in February 1999.*

Here we are — you and I — standing at the crossroads, just breaths away from the next millennium. And we are the ones making the choices today that will largely determine what tomorrow will bring in our personal and professional lives.

This image of standing at the crossroads is very significant. We can't help but realize that we are at a critical place in history: the crossroads of deciding again what it means to be a democracy, an inclusive democracy, which builds upon the strengths of the diversity of our heritage. In a way, this is a déjà-vu experience — all of us of a certain age have seen these historic crossroads before. As a young girl, I attended segregated northern schools at a point in time when we decided as a nation that it would be best to try another direction. In my elementary school, my fifth grade teacher asked us to think about the year 2000 — how old would we be? What would life be like? Each of you has had similar experiences — standing at the threshold of an important moment in time.

Now we are the adults standing before the children. We must ask them to vision, and we

must make it possible for them to move forward in a world that we adults have never known. But we must be wise and mature enough to see what's coming. How do we prepare our young ones to be "one nation, indivisible, with liberty and justice for all?" What is the world we want for the children of the next millennium? Will we leave our children the legacy of a people who value, respect, and welcome the diversity that is unmistakably who we are as a nation? Will we address the concerns of class and culture in the context of the long-term common interests of who we want to become — or merely the short-term gains? Where will we lead the children, and what would we do if we knew that we could not fail?

We do not arrive at these crossroads without assets. We look at the multiple paths leading to the future with the strengths and commitments of past generations of visionaries, strategists, and courageous women and men of action from all over the world.

As early childhood professionals and parents of young children, we have historically worked toward the dream of inclusion. We have worked to expand and improve the options available to families, to support child well-being, and to articulate standards of professional practice. The 20th century has been a time of creative ferment during which new ideas, approaches, and systems were envisioned and put into place.

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Still the challenges are formidable and many: persistent poverty, battle fatigue, ideological differences, and the sheer size of the challenge all threaten the progress we have made and can obscure the path previously pioneered.

Where do we go from here?

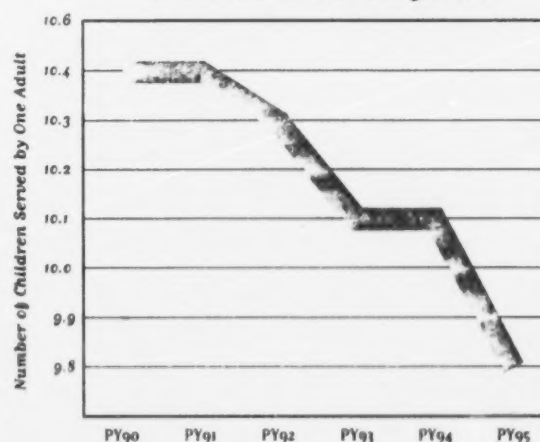
When we look at Head Start as an example of our commitment to low-income children and to issues of diversity, we learn some important lessons. It is impossible to think of comprehensive efforts to better serve children without thinking of the 18 million children who have been served since 1965. We promised them a head start — and that on their behalf we would wage an unconditional war on poverty. President Johnson declared a war “not only to relieve the symptoms of poverty but to cure it and above all to prevent it.” This is the vision that was the framework for Project Head Start in the 20th century. Head Start was suggested as a program to be a microcosm of community action. It would involve parents, provide a unique range of services combining child care with medical/dental treatment, emphasize psychological development and school readiness, introduce social services, and provide jobs and training for parents.

Naïve environmentalism? Or an unfulfilled promise? The overall goal and performance standards of Head Start speak clearly to this vision. Over the years, the program has evolved to meet the formidable challenges inherent in the ethnic and linguistic diversity of families and the other needs imposed by the external environment, be they substance abuse, male involvement issues, support to families with AIDS, or the need for jobs.

All of us in this room have accepted the challenge to forge the path needed at the dawn of the 21st century. We look toward the year 2010 and ask not whether we should continue to fulfill the promise, but rather how best we can do it.

I thank you for your commitment to this effort. Together, we are envisioning the desired future for the children of 2010 and the means for accomplishing these outcomes and measuring our success. In this way, we will let our future priorities influence our activities today. I am deeply honored to stand at this crossroads with you. We will have a great deal of work to do on our journey together.

**Child to Adult Ratio
in Center-based Programs**



The number of children per adult decreased from 10.4 to 9.8, a 6% improvement over the first five years of Head Start quality set-aside funding.

Head Start 2010 Project Overview

The year 2000 marks the 35th anniversary of Project Head Start, the landmark Federal program which provides comprehensive developmental services for America's low-income pre-school children, focusing on education readiness, social competence, emotional development, physical and mental health, and nutrition, through parent involvement and social service support for families. In eager anticipation of this timely and historic milestone, the National Head Start Association (NHSA) launched *Head Start 2010: Fulfilling the Promise* early in 1999 as a vital national initiative to discover how Head Start can best serve children and families in the first decade of the next century. This project sought to document the challenges still facing low-income children and families at the end of the 20th century and recommend the best ways for Head Start to address these issues in the new millennium.

To carry out the *Head Start 2010* project, NHSA convened the National Advisory Panel and charged us to hold a series of hearings and open forums around the country. Our panel consisted of sixteen highly participatory members, representing the full range of diverse interests and roles within the broad Head Start spectrum, including state and local program staff, parents, and representatives of national early childhood organizations, corporations, universities, and other educational and research institutions. The list of our panel members appears at the end of this Introduction; more detailed biographical sketches are included in the Appendix B. In addition, three members of Congress also gave their support to the project by signing on as honorary members of the panel.

Modeling the collaborative spirit that has been the hallmark of Head Start since its inception, NHSA partnered with seven other visionary organizations (see Acknowledgments), which demonstrated exceptional national leadership and agreed to co-sponsor this initiative by holding hearings and open forums in conjunction with major conferences and meetings of their constituents. We also held hearings at events within the NHSA network, such as the annual NHSA national conference, the State and Regional Presidents Meeting, and the annual Parents Conference. Finally, a special series of hearings took place in Washington, DC, to elicit testimony from members of the business and research sectors, Federal agency staff, and members of Congress. (See Appendix C.1 for complete schedule of hearings.)

In total, fifteen hearings or open forums were held between April and December of 1999; many of these sessions were filled to capacity with hundreds of audience members, demonstrating the tremendous enthusiasm that this project received. The sessions were designed as unique opportunities to allow a wide range of individuals to testify and share their experiences and perspectives on Head Start directly with our panel. Some were formal hearings, for which the witnesses first prepared written testimony based on-NHSA guidelines and then presented it to the panel for discussion at the hearing. Other sessions were somewhat more informal open forums or discussion sessions, for which no advance preparation was required, and through which much rich and lively dialog ensued. A slate of twelve Hearing Questions was used as the basis for all hearings and open forums, although many witnesses submitted, and we gratefully accepted, testimony

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and statements on topics other than those addressed by the Hearing Questions. (The complete list of Hearing Questions appears at the end of this Introduction.) All sessions were audio-recorded and later transcribed, with the participants' advance knowledge and agreement.

Individuals who could not attend any of the hearings or open forums were nonetheless strongly encouraged to submit written testimony, based on the Hearing Questions, to provide their experiences, opinions, and recommendations. An information packet describing Head Start 2010 was available to anyone on request by mail or on the NHSA website. In the end, hundreds of witnesses provided oral or written testimony either in person or in writing. Witnesses included regional, state, and local Head Start directors and staff; current and former Head Start parents; Federal agency administrators; PTA members; representatives of the business community; educators; researchers; community activists; members of Congress; state and local child care administrators; early childhood development experts; and counselors and family relations specialists, among others. Some testimony was prepared in advance, researched and refined; other testimony was spontaneous and impassioned. (See Appendix C.3 for list of witnesses.)

In addition, NHSA convened an exciting special session in Washington, DC, called the "Head Start Founders Panel Discussion," which brought together some of the veteran architects who had worked to create Project Head Start originally thirty-five years ago. In this illuminating dialog, the founders discussed their roles in the early development of the program, the challenges they have seen emerge over time, and their perspectives on current issues and future directions. They also fielded questions from

state and regional Head Start leaders and new Head Start Fellows attending as special guests in the audience. This lively and informative discussion provided invaluable historical context and, fortunately, was videotaped. (See Appendix C.2 for Founders Panel list.)

The panel members and NHSA staff also reviewed recent literature and research relevant to the Hearing Questions and related issues, in order to provide a meaningful context for discussion of the themes raised through the testimony. (See Appendix A for the references consulted.)

Finally, to complete the information-gathering process, NHSA developed a Parent Survey and distributed it to all NHSA members through the Spring 1999 issue of *NHSA News*. The survey contained questions on the parent's perceptions of Head Start's effectiveness in helping to develop the child's skills in certain areas, in helping the parent's relationship with the child, and in helping to set and achieve goals; it also asked the parent to identify the top challenges facing the family and the support needed to address those challenges. In an extraordinary show of participation, more than 1,900 completed surveys were returned to NHSA, representing approximately seventy percent of NHSA's parent membership. More importantly, analysis of the survey results indicates that the respondents were extremely positive about the effectiveness of Head Start. (The NHSA Parent Survey is discussed further in Part II of this report.)

In summary, the *Head Start 2010* project boldly cast an extremely wide net and provided numerous channels for broad-based participation and input, through various means, for individuals both within and outside the immediate Head Start network. In fact, many of the witnesses who

offered testimony and the staff liaisons of co-sponsoring organizations commented favorably on the design of this open process and the opportunity to contribute and be heard. Most importantly, the Findings and Recommendations included in this report, which follow respectively in Parts III and IV below, are a true reflection of the collective testimony of the witnesses themselves — the mosaic of diverse community members who have participated in many ways in Head Start and who took the time to share their experiences and hopes for the future. Our job as panel members was to listen, to probe, to clarify, and ultimately to uphold the integrity of the entire process by shaping this report into an accurate reflection not only of their ideas and realities, but also of their aspirations and possibilities.

Head Start centers have improved as a result of the Quality set-aside, and the worst centers actually improved the most. We must collect the data that show that this is a good investment, and that better Head Start centers result in better outcomes for kids.

— Edward Zigler



Head Start 2010 National Advisory Panel Members

Valora Washington, Ph.D., National Advisory Panel Chair
Executive Director, Unitarian Universalist Service Committee

Edward Zigler, Ph.D., Honorary Co-Chair
Director of Bush Center in Child Development and Social Policy and
Sterling Professor of Psychology, Yale University

Todd Adams
Parent, Grand Forks (ND) Head Start
NHSA Parent of the Year (1998)

Jeanne Brooks-Gunn, Ph.D.
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Jane Knitzer, Ed.D.
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Rep. Michael Castle (R-DE), Rep. John Porter (R-IL), Rep. Loretta Sanchez (D-CA)

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Sarah M. Greene, Chief Executive Officer, National Head Start Association
Maggie Holmes, Director; **Gwen Freeman**, Assistant Director; NHSA Partnership Office

Joan Lombardi, Ph.D.
Former Deputy Assistant Secretary for
Children and Families, and
NHSA Silver Ribbon Panel Director

Matthew Melmed, J.D.
Executive Director
Zero To Three: National Center for Infants,
Toddlers, and Families

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Janis Santos
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Holyoke/Springfield (MA) Head Start
and Board member, NHSA

Barbara Wasik, Ph.D.
Director, Early Learning Program
Johns Hopkins University

Head Start 2010 Hearing Questions

The twelve Hearing Questions below were distributed to witnesses and co-sponsoring organizations with guidelines for preparing testimony in advance of all scheduled hearings. The Hearing Questions were also distributed to participants at the open forum/discussion sessions.

1. As new social reforms (i.e., welfare, health care, education) sweep the country, describe the impact that has been made on you and/or early childhood programs. What does a program need in order to face these challenges in the future? How can Head Start and the early childhood community address those issues?
2. What changes should Early Head Start and Head Start grantee agencies and Federal agencies make in program guidance and oversight (i.e., stronger accountability, review income eligibility guidelines, etc.) to help local programs continue to meet the needs of children and families in the next ten years?
3. Programs and Mega-Grantee Programs: What improvements need to be made to promote service delivery to local communities?
4. How can local, state, regional, and national leaders support the efforts of local programs to provide full-day, full-year services to pregnant women and children ages zero to five?
5. What steps do you recommend early childhood programs take to integrate new technology and the Internet into their programs?
6. How can Head Start enhance staff capability to enhance literacy (reading, math, etc.) in families and young children? What improvements need to be made in the way Head Start prepares children to enter the public school setting?
7. Knowing that the racial and ethnic population of the United States is rapidly changing over the next ten years, what issues will programs need to face in order to meet the needs of children and families from diverse cultural backgrounds?
8. In light of the Revised Program Performance Standards and the new reauthorization requiring higher qualifications for teachers, how can Head Start develop and maintain qualified educators in the classroom?
9. What changes need to happen to encourage stronger partnerships between state governments and local Head Start programs? How does the shift from Federal to state/local control affect you as a Federal-to-local program?
10. Should parents pay a program participation fee based on a sliding scale, and why?
11. What needs to happen to encourage working parents to continue to be the first teachers of their children? How can Head Start programs promote parent involvement at the local, state, or national level?
12. As Head Start enters a new paradigm with a variety of early childhood programs available, what must Head Start do to continue to be competitive with for-profit and other nonprofit programs?

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Part II:

Context For This Report

Our aspirations are our possibilities.
— Samuel Johnson

Vision: What Is Head Start?

Since its inception, Head Start has been guided by its vision. Though sometimes an enigma — troubling to some, and confusing or misunderstood by others — the vision has always been the reliable source inspiring Head Start's various evolutions. Therefore, the National Advisory Panel began our review by examining various perspectives on Head Start and affirming a statement that captures our vision of Head Start. We offer the following vision statement:

Head Start, a community-based national initiative, is a proven model that sets a national standard for preparing a diverse array of low-income children for success in school and later life, for supporting their families as they strive for economic self-sufficiency, and for providing an effective environment where parents and professionals work and grow.

While this project and report did not set out to define or redefine Head Start, we felt it was necessary to make our vision clear and to offer a common understanding of what Head Start is and does. This need arose because much of the testimony brought forward through the Head Start 2010 process indicated that, even after three decades of demonstrated success, there are still widely divergent views among the general public, practitioners, and policy makers both inside and outside the Head Start network as to what Head Start is or should be.

We found that common areas for debate have consisted of a series of "either/or" propositions, such as whether Head Start is an

"education program" or an "anti-poverty program," whether it is "child centered" or "family centered," or whether the focus is on "early childhood development" or "job training/parent empowerment," etc. Some panel members who noted these historical tensions suggested that this report should reflect these tensions but not seek to resolve them, and that the debate should continue in the social services arena. Other panel members cautioned against overly broad definitions of Head Start beyond its original focus, noting that the program should not be measured against goals it was never designed to attain.

One interpretation of the prevalence of divergent notions about Head Start after all these years is that they reflect a diversity of opinions about the program's purposes. Another interpretation, perhaps less charitable, is that they reflect an inadequate understanding about the history, goals, and evolution of Head Start.

So then, what is Head Start? To answer that question, we looked to the Administration for Children and Families Fact Sheets on Head Start and Early Head Start, and we found that our vision statement is consistent with what ACF says Head Start is and has always been:

Head Start is a national program which provides comprehensive developmental services for America's low-income, pre-school children ages three to five and social services for their families. Specific services for children focus on education, socio-emotional development, physical and mental health, and nutrition.... The cornerstone of the program is parent and community

involvement — which has made it one of the most successful pre-school programs in the country.

The purpose of [Early Head Start] is to: enhance children's physical, social, emotional, and cognitive development; enable parents to be better caregivers of and teachers to their children; and help parents meet their own goals, including that of economic independence.

These definitions certainly seem clear enough, yet it is possible to see how excessive emphasis on any one component over another might give rise to the "either/or" tensions mentioned above. Or perhaps the force and influence of individual experiences, organizational history and mission, or ideological view form a filter through which all other realities are viewed. This may be appropriate in certain circumstances, but not here.

The National Advisory Panel felt there was a need to affirm a common vision as context for this report. In summary, we see Head Start as the only Federal-to-local comprehensive school-readiness program, rooted in the anti-poverty movement, encompassing proven child- and family-development strategies, and operating through a spirit of partnership with parents and the community.

Background: Strengths and Successes

Another important element of context for this report is the recognition and celebration of Head Start's remarkable history of accomplishment. While still continuing to foster an environment where innovations can be tested and refined before being replicated broadly, Head Start is no longer a "demonstration" project. Rather, to put

it quite differently, what we feel has already been clearly demonstrated, many times over through numerous studies and remarkable community consensus, is that **Head Start works**. Our report was not intended to rehash or synthesize previous studies proving Head Start's effectiveness, although many of them are listed in Appendix A. However, the National Advisory Panel believes that this report should reflect the strengths and successes of the program, as these will form the foundation upon which to enhance and build the Head Start of the future. We also believe that even though there is always room for improvement, all those involved with Head Start should proudly champion these strengths and successes, because they did not come easily. Reflecting the collective voice of those who testified, we identified ten program strengths.

Keys to Success

1 **The comprehensive approach.** The concept of "comprehensiveness" actually plays out on two levels. First, very few other programs incorporate such a complete and holistic model of service delivery to children and families, encompassing health, mental health, and nutrition services with learning readiness for children, and advocacy/governance training, career development, and social services for families. Second, very few other programs employ such a systemic approach to program planning, outreach, partnerships, and community collaboration.

2 **The grassroots "voice" of the family and community.** Head Start pioneered and refined the concept of client or consumer involvement in program development; from the beginning, it was based on maximum feasible participation of parents, not just as recipients of services but as partners in planning and program operations.

The unique, long-standing Federal-to-local structure. While virtually all Federal assistance programs are administered through block grants to states or other funding and oversight structures, Head Start remains unique in its direct Federal-to-local connection, freeing local programs from the vicissitudes of state government and additional administrative burdens.

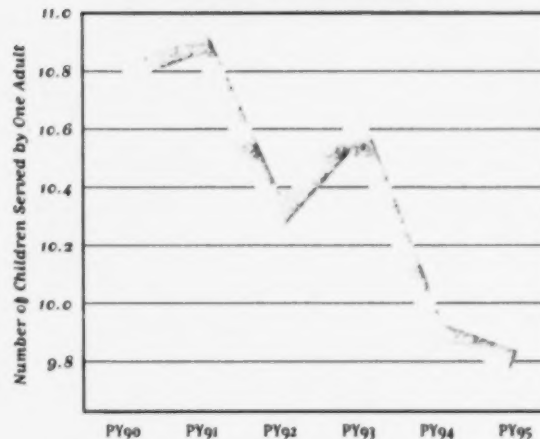
The focus on diversity and inclusion. In its commitment to serving diverse populations, Head Start has maintained a leadership role in bilingual education and in innovative work with families speaking other languages. Its processes for including children with disabilities and special needs are unparalleled.

The child-development focus. Head Start has always emphasized the whole child as its primary focus and incorporated the scientific and clinical spectrum of cognitive, physical, emotional, ethical, and social development strategies for pre-school children. Now, Early Head Start also carries that same focus to services for younger children, aged zero to three, incorporating findings from the latest brain research and developmentally appropriate techniques, and leading national efforts in services to infants and toddlers.

The passion and commitment of staff and families. The loyalty and dedication of staff members, often underpaid, and of parents and family members, often transformed, are a source of inspiration that is truly unique among social programs.

The paradigm of effective human interrelationships. Head Start brings people together, uniquely modeling the diverse, multi-layered and multi-pronged connections of many people working well

Child to Adult Ratio in Home-Based Programs



The child-adult ratio in home-based programs served by a Home Visitor decreased from 10.8 to 9.8, a 9% improvement over the first five years of Head Start quality set-aside funding.

collectively: children, teachers, staff, parents and other family members, volunteers, service providers, and community members. It has been a leader in demonstrating racial harmony and in responding positively to the linguistic and cultural diversity of families and communities.

The laboratory of innovation. Head Start has pioneered program models that then transformed other systems, such as the newly emerging state-level pre-Kindergarten initiatives, and the training and integration of clients/consumers as paraprofessionals in the classroom and in program governance. Head Start is now also leading the way in innovations in quality services to expectant mothers, infants, and toddlers.

The high satisfaction of parents and program participants. Two recent surveys (see below) have demonstrated very high levels of satisfaction among Head Start parents.

The focus on outcomes and performance measures. While always an important concern for Head Start historically, this area is now receiving even greater emphasis. Initial studies (see below) have demonstrated that Head Start program/classroom quality is high and that good program quality is related to better outcomes for children and families.

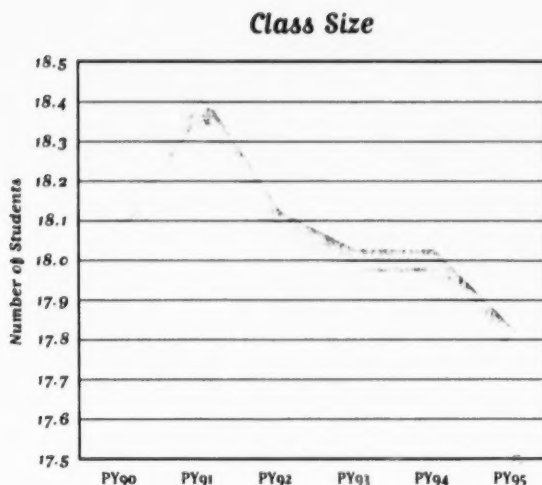
While each of these ten points could be described at length, we felt it important to focus additional attention on these last two — **parent/customer satisfaction and outcomes/performance measures** — and to highlight some recent examples demonstrating Head Start's effectiveness.

Evidence of Effectiveness

The National Head Start Association designed and disseminated a parent survey through the Spring 1999 issue of *NHSA News* (NHSA, December 1999). A total of 1,961 completed surveys were returned, representing a phenomenal return rate of approximately 70 percent of the NHSA parent membership. The survey included questions and clusters of statements, to be rated from 1 (low) to 5 (high), about the parents' perceptions of Head Start's effectiveness in a wide range of activities related to: (1) helping the child with certain skills and behaviors related to school; (2) helping the parent's relationship with the child; (3) helping the child enter school ready to learn; and (4) helping the parent set and achieve goals. In all four clusters, **the respondents were extremely positive about Head Start's effectiveness, with an overwhelming majority (ranging from a low of 70 percent to a high of 90 percent) giving ratings of 4 or 5 on each of the statements.** (A summary of the final Head Start 2010 Parent Survey Report appears at the end of Part II.)

An even stronger indication of customer satisfaction with Head Start comes from the American Customer Satisfaction Index (ACSI), released by the President's Management Council and summarized in a report by the Administration for Children and Families (ACF, December 1999). The ACSI model for government agencies is a variation on the model used to measure customer satisfaction with private companies; both were developed by the University of Michigan Business School, the American Society for Quality, and Arthur Andersen. Thirty Federal agencies have participated in the survey to measure customer satisfaction with the Federal government and to identify areas in which the agencies can improve. Parents' satisfaction with Head Start was measured by asking them four questions about the program's benefits for the child and two questions about benefits for the family; other questions focused on the parents' expectations of quality and their trust of the program. In issuing its report on the survey, ACF announced that **Head Start received the highest score of any government agency and private companies in 1999, surpassing even Mercedes-Benz and BMW, and receiving an overall ACSI score of 87, which is 15 points above the national average of 72.** On the questions related to trust, Head Start rated an outstanding 94 out of 100. The report stated that "In the six years of ACSI measurement of more than 170 companies and agencies, a score as high as the one obtained by Head Start has been achieved by only a very limited number of private sector companies, virtually all manufacturers of products rather than organizations supplying a service."

Finally, in relation to outcomes and performance measures, an interim report on the Head Start Family and Child Experiences Survey (the "FACES" study) states that "Head Start has made dramatic progress toward developing an outcome-oriented accountability system, the Program Performance Measures Initiative, which



The number of children in center-based classes decreased from 18.1 to 17.8, a 2% improvement over the first five years of Head Start quality set-aside funding.

can be used to determine the quality and effectiveness of Head Start" (ACF, Spring 1997). The report further found that **Head Start classroom quality is good, that Head Start children are ready for school, that program quality is linked to child performance, and that Head Start families are involved in the program despite various challenges.** On this latter point, the report states that, despite such challenges as unemployment, extreme poverty, or experiences with crime or homelessness, Head Start parents maintain program involvement with their children both at home and through the program. They also participate in Head Start activities, despite barriers such as conflicting schedules, other child care needs, and lack of transportation. This interim report on the FACES study also revealed that **"almost 90 percent of parents are very satisfied with Head Start's program services, safety, and promotion of child growth and development."**

In summary, the National Advisory Panel felt that a clear recognition and celebration of Head Start's strengths and successes were

essential in framing the context for this project and report. They serve as the backdrop for considering the testimony presented through the Head Start 2010 process and form a foundation for building an even stronger and more successful Head Start in the future.

Current Context: Environment and Driving Forces

The final element of framing the context for the themes and recommendations of this report is a look at the current forces and trends shaping the environment within which Head Start exists. The National Advisory Panel identified seven critical issues that face the Head Start community as we enter the 21st century. We present them below, not in any particular order of importance, as they are all compelling and invite careful consideration.

■ **Increasing attention to and demand for "quality."** On one hand, this sometimes translates as the need for more education, training, degrees or credentials for staff, along with better salary and compensation programs; on the other hand, it also refers to greater accountability for program performance measures and outcomes for children. In the Head Start world, "quality" also means a broader array of local program operations requirements,

As a former Head Start home-based parent, a Head Start teacher, and presently a Head Start therapist, I have seen this program work miracles in the lives of families and children. I have seen people torn down by poverty stand up and take responsibility for their lives, their families and their environment. Head Start works.

— Tanya Reutz-Kuhn,
Marriage and Family
Therapist, written
testimony

such as facilities management and transportation, which pose great challenges to all programs, but especially to rural programs. Finally, ongoing Head Start research and evaluation initiatives, the implementation of revised mandatory performance standards for Head Start, and the general move toward an "accountability culture" in education and social services have also contributed to this trend.

• **Critical shortage of qualified teachers and staff.** This shortage currently exists, and is likely to become more severe, for several reasons. For one thing, the need for child care has increased as more parents enter the workforce, while the relatively low wages and benefits in this field make recruitment and retention difficult. Moreover, the rise in state-funded pre-school initiatives has contributed to the shortage, as these programs compete for and attract qualified staff who have been trained by Head Start. This shortage also manifests itself in terms of increased needs for specialized types of service providers, based on the varying circumstances of the children and families.

• **The need for and access to technology.** While the gap between the "haves" and "have-nots" has narrowed in some few arenas and widened in many others, nowhere is it more apparent in the new millennium than in the realm of technology. This gap, known now as the "digital divide," is manifested at the personal level, in access to equipment and opportunity for skill development; at the institutional level, in the quality of systems and tools for program management and service delivery; and at the global level, as networking and

connectivity become the currency of the new economy.

• **Changes in the numbers of children in poverty.** In *Children of 2010*, Washington and Andrews (1998) report several startling facts: children under six are more likely to be poor than any other age group; whereas in 1950 forty percent of the poor were elderly and ten percent were children, in 1990 forty percent of the poor were children and ten percent were elderly; over twenty percent of U.S. children are being raised below the poverty line; and sixty-two percent of poor young children live with at least one adult who works. Moreover, according to *Starting Points* (Carnegie Corporation, 1994), one in four infants and toddlers under three years of age (nearly three million children) live below the Federal poverty level, and while the number of children under six increased by less than ten percent between 1971 and 1991, the number of poor children under six increased by more than sixty percent. Also, it must be stated that some consider poverty to be much more serious now than it was in the 1960s, and much more dangerous, because of the modern prevalence of drugs, guns, and violence (Zigler, 1999).

• **Other trends affecting young children.** Carnegie Corporation (1994) also reports that: while in 1960 only five percent of births in the U.S. were to unmarried mothers, thirty years later the proportion had risen to twenty-six percent; over that same period, children's chances of experiencing divorce rose from one percent to fifty percent; infants and toddlers now spend less time with their working parents and more time in the care of other adults; and the number

of children in foster care rose by more than fifty percent in five years – from 300,000 in 1987 to 460,000 in 1991. Furthermore, America has a worse low-birthweight rate than that of thirty other nations; a smaller proportion of babies immunized against polio than sixteen other nations; and one of the highest adolescent pregnancy rates in the developed world, with one million adolescents becoming pregnant every year. Other demographic shifts currently under way include increases in minority populations, particularly among Hispanic and Asian groups in some locations, greater longevity among senior citizens, and greater globalization of business and media, all of which point to an increased need for greater cultural awareness, better appreciation of differences, and formal diversity training among all sectors of our society, among other issues. (Washington and Andrews, 1998).

- 1 **The changing landscape of pre-kindergarten initiatives.** With more than forty states now funding and operating some sort of state pre-school or early child care program, there is a wide variety of models, goals, targeted populations, and levels of political and fiscal support, not to mention quality and effectiveness (Ripple et al., 1999). Thanks to these relatively new state initiatives on top of Head Start and other public and private child care and family support systems, there is increased competition for the same children, but often with different program structures, eligibility requirements, intake systems, and points of entry. Moreover, there tends to be a uniformly weak infrastructure for supporting very young children – infants and toddlers under three years of age – with Early Head Start doing the best and most extensive work in this arena, despite its being a relatively new initiative.

2 **The impact of welfare reform.**

According to Knitzer and Cauthen (1999), the 1996 welfare reform legislation shifted the focus of support for needy families from cash assistance to employment readiness, with work requirements and sanctions for failing to meet them and time limits for financial assistance. The welfare reform initiative also focused almost exclusively on adults as economic providers for their families, without any emphasis on helping them as parents to be more and better involved in child development and family support programs. As a result, more low-income parents, particularly mothers of young children, are entering or re-entering the workforce with little support for their changing needs as parents. They may actually earn too much to qualify for Head Start but too little to afford other quality child care services. They may work shifts or irregular hours that render limited daytime child care slots inadequate. They may need new or different services,

One of the most important outcomes of Head Start is social competence. Businesses can teach entry-level employees technical skills, but many of these employees – even high school or college graduates – lack a basic work ethic and the social skills that go along with it – respect, punctuality, consideration for others, responsibility, communication skills, etc. Head Start provides an invaluable foundation in this regard, not only with the children, but also with their parents.

—Wayne Maçon, Sales Manager, Business Sector Hearing

besides child care, as a result of their employment situations. Their jobs may limit their time and capacity to be as actively involved in their children's Head Start program activities as they once were or would like to be.

In summary, a clear common vision of what Head Start is or should be, the irrefutable strengths and successes of the program, and the dynamic driving forces shaping the current environment as described here all combined to form the overall context for this report. As the National Advisory Panel heard and read and considered the thoughtful testimony presented by the witnesses — our partners in this undertaking — this context served as the loom on which we endeavored to weave the tapestry of Themes and Recommendations presented in Parts III and IV.



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NHSA Survey Report: Head Start 2010 Parent Survey Report Summary

This report summarizes the responses to the Parent Survey disseminated in the Spring 1999 issue of *NHSA News* distributed to all NHSA members. A total of 1,961 completed surveys were returned, representing approximately seventy percent of the NHSA parent membership of 2,800.

The survey included four questions requiring the respondents to rate four statements each on a scale of 1 to 5, where 1 = low level of agreement and 5 = high level of agreement. For each of the following statements, the number in parentheses indicates the percentage of respondents rating the statement a 4 or 5, indicating high or very high levels of agreement.

1. How effectively has Head Start helped your child in the following areas?

- A. Helped their child get ready for school (88.3% rating it a 4 or 5).
- B. Helped their child become more independent (88.7%).
- C. Improved their child's social skills (90.3%).
- D. Increased their enjoyment in being with their child (87.5%).

2. How has Head Start helped your relationship with your child?

- A. Helped them understand their child (82.2%).
- B. Helped them teach their child (85.3%).
- C. Helped them learn together (87.3%).
- D. Allowed them to communicate better (86.3%).

3. How has Head Start helped your child enter school ready to learn?

- A. Introduced their child to basic ideas in language, math, art, etc. (82.9%).
- B. Encouraged their child to be more willing to share and cooperate (89.0%).
- C. Improved their child's physical and mental health and well-being (85.4%).
- D. Developed their child's ability to express himself or herself through words (88.4%).

4. How has Head Start helped you, as a parent, set and obtain your goals?

- A. Helped them define their life goals and objectives (69.9%).
- B. Located community resources to help them (75.2%).
- C. Provided moral and emotional support when they needed it (75.7%).
- D. Gave their child a safe place to learn and grow while they worked (90.0%).

In comparing the responses across Questions 1-4, the strongest feelings in each area were that Head Start:

- Improved their child's social skills;
- Helped their child become more independent;
- Helped the parent and child learn together;
- Allowed the parent and child to communicate better;
- Developed their child's ability to express himself or herself through words;
- Gave their child a safe place to learn and grow while parents worked; and
- Provided moral and emotional support when parents needed it.

Part III: Findings

*The real heroes are men and women who
are friends of the poorest of the poor.*

— Nelson Mandela

Summary of Themes Raised in Testimony

Over the course of the last eight months of the 20th century, the members of the National Advisory Panel had the great privilege to preside over fifteen *Head Start 2010* national hearings and open forums, which were attended by hundreds of enthusiastic participants. We enjoyed the opportunity to read the testimony and to listen and engage in thoughtful and spirited discussion with scores of witnesses, representing very diverse constituencies inside and outside the Head Start network. They spanned the social and professional spectrum from grassroots community activists to members of Congress, from Head Start parents to Federal officials, from teachers and social workers to corporate CEOs, from child advocates to agency administrators, and virtually all possible variations in between. They came from urban, suburban, and rural areas, and from all parts of the country, including migrant communities and Indian reservations. They were candid and straightforward in their comments, thankfully, and they didn't hold back. It was an exhilarating experience.

About halfway through this process, we recognized that two compelling trends had emerged, and they remained constant through the end.

First, notwithstanding the volume of testimony and the diversity of the witnesses, the comments, concerns, experiences, and recommendations being expressed fell into just a few broad categories, and they were repeated at each hearing. Second, with few exceptions, most of this input was not new; in fact, many of

these same observations had informed the Silver Ribbon Panel Report (NHSA, 1990) and several other intervening studies and reports (Zigler and Muenchow, 1992, and the Advisory Committee Report on Quality and Expansion, 1993, among others).

These themes could be combined and sorted any number of ways; we have chosen to organize them into four broad categories, each of which is listed below with several sub-themes grouped along with it:

Theme 1: Maintaining and Strengthening Quality in Head Start Programs

- Staff development, training, and education
- Compensation: salary and benefits
- Program governance, oversight, and accountability
- Outcomes for children and families

Theme 2: Enhancing Support for Parents and Families

- Parent involvement in program governance and implementation
- Providing services to parents and family members
- Implications of welfare reform initiatives

Theme 3: Overcoming Divisions and Barriers to Collaboration

- Head Start network infrastructure

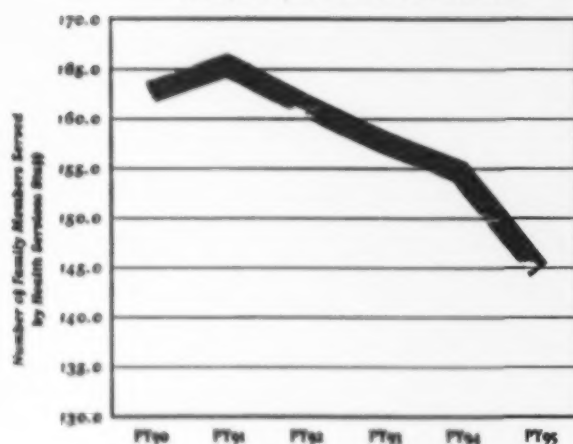
- Partnerships with other organizations
- Emerging pre-Kindergarten initiatives

Theme 4: Rethinking Eligibility, Funding, and Access to Services

- Income guidelines and threshold for participation
- Broader access to services

The following pages contain brief discussions of each theme; in Appendix D, we have included representative samples of testimony, offered by a wide variety of witnesses, on all four of the themes. Our intent here is to give the reader of this report a sense of what the panel heard. In each case, the comments selected for inclusion were echoed by multiple witnesses in different words, and the excerpts appearing here have been summarized and condensed.

Health Services Caseload



The caseloads of health services staff decreased from 162.7 to 144.8, an improvement of 11% over the first five years of Head Start quality set-aside funding.

Theme 1: Maintaining and Strengthening Quality in Head Start Programs

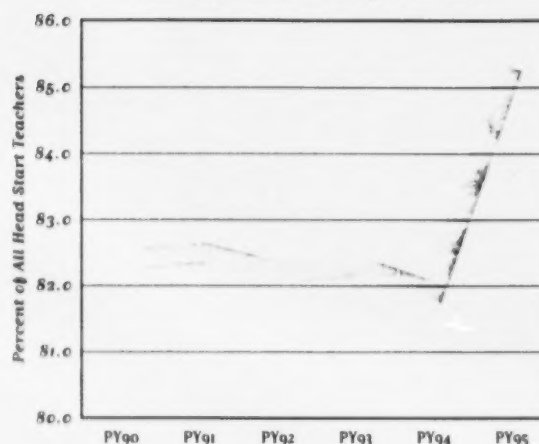
To be sure, no issue received more time, more attention, or more passionate testimony than the broad theme presented here as QUALITY in Head Start programs. We have incorporated under this heading the four sub-themes of training and staff development, salaries and benefits, program governance, and outcomes. In Appendix D, there is a sampling of comments, like the one below, offered by various witnesses on this theme.

In regard to the higher qualifications for teachers mandated by the revised performance standards, the Panel should consider some recommendation linking increased compensation with increased competence and skill. In many ways, Head Start has already led the country in terms of career development, so this is an opportunity to go to the next level. Another point related to this is to take a comprehensive approach to staff development and work with a wide variety of partners in the community. Use the clout and money Head Start puts into the system to leverage some unusual partnerships or "out-of-the-box" thinking about developing and maintaining quality educators in the classroom, and particularly help directors and supervisors learn how to coach and advise their subordinates about career development.

Training and staff development: Some comments on this sub-theme focused on the recent requirement that, by 2003, half of all Head Start teachers must have AA, BA, or advanced degrees and that this move toward professional staffing may exclude parents and community members from employment opportunities within the program. There were comments on both sides of the question as to whether professional degrees were necessary or whether CDAs or other trained paraprofessionals with appropriate on-site supports were more appropriate. Some people expressed the view that degrees and credentials did not guarantee effectiveness; some felt that mainstream professional preparation programs leading to advanced degrees in education or human services were often based on a "deficit model" of working with low-income families and left newly minted teachers and social workers poorly equipped to work effectively with Head Start populations. Other comments focused on the career development aspects of this issue, calling for a multi-track approach with career ladders for all positions that would accommodate both entry-level and professional staff; this also included comments on the need for specialized management training for directors. There was much thoughtful testimony on the quality and types of training and technical assistance available within and outside of the Head Start system; witnesses described existing and potential training partnerships with community colleges and other educational institutions, and they suggested joint training initiatives with other community organizations.

Salary and benefits: There was a tremendous amount of testimony about the fact that, despite increases resulting from Federal quality set-aside funding, relatively low salaries and poor or non-existent benefits make it difficult to attract and retain qualified staff over the long term. Witnesses stated that many staff positions remain vacant

Teachers with Degree/CDA



The percentage of classroom teachers with associates degrees or CDA certification increased from 82.4% to 85.3%, an improvement of 3.5% over the first five years of Head Start quality set-aside funding.

and turnover is likely to worsen if compensation does not improve significantly as staff members move toward advanced training and degrees. They said that high turnover rates result not only in management problems — requiring constant recruitment, hiring and training of new staff — but more importantly, result in broken relationships with children and parents, seriously damaging the progress and outcomes for families. Comments included passionate exhortations for greater investment in staff, observing that, in Head Start as in all service programs, the quality of the program is tied directly to the quality of the staff.

Program governance, oversight, and accountability: Comments on this sub-theme included observations about Head Start program relationships with grantees, with Regional Offices, and the Head Start Bureau, calling for both greater clarity and greater flexibility in mandatory guidelines and for more effective

processes for mediating conflicts. Some people described inconsistencies in the interpretation of Federal guidelines and in the quality of support available from Federal and Regional Office staff. In spite of this, however, there was very strong testimony in support of retaining Head Start's Federal-to-local relationship and opposing devolution to the states. Many witnesses expressed approval of the revised performance standards but voiced concern over the burden for compliance and monitoring; there was also concern about developing an "accountability culture" modeled after the education system, focused on process and methods rather than results.

Outcomes for children and families: We were struck by the very moving, personal testimony on the positive impact that Head Start has had in the lives of children and families, including that of a current member of Congress who had been a student in the first Head Start class in 1965. Dozens of current and former Head Start parents came forward and described eloquently how Head Start had dramatically improved their lives through parenting education, job training and employment, personal development, and meaningful roles in program governance. Other witnesses called for doing a better job, nationally and locally, in demonstrating Head Start's results; these comments focused not only on the need for better data collection and research, but also for better marketing and public relations efforts in telling the story.

Theme 2: Enhancing Support for Parents and Families

The comments on this theme fell into two broad divisions: those that focused on parents as partners in Head Start governance and classroom involvement, and those that focused on parents as clients with needs for services.

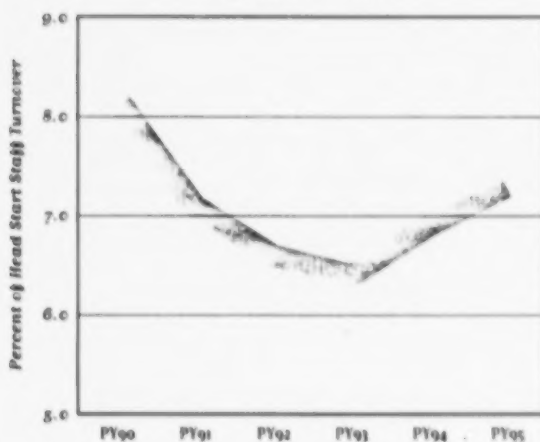
A Head Start parent institute established in San Diego trained Hispanic parents on how to be involved in the schools, advocate for their kids, and deal with teachers. In middle class communities, parental involvement is institutionalized: teachers and staff know that the parents will show up and know what's going on, so they're accountable. In low-income communities, this isn't always the case, so the parent institute helped, and was later replicated throughout California. The benefits of this type of parent support and training were enormous. There was less truancy, less juvenile delinquency, and better performance in schools. The parents "graduated" from the institute proud, empowered, and capable of dealing not only with their kids and the teachers, but also with the school boards on policy issues.

Parent role in program governance and implementation: Comments on this sub-theme included observations that Head Start is a leader in effective parent-involvement strategies and in many ways pioneered the concept of parent empowerment and meaningful roles for clients in program planning and stewardship. Describing their own experiences on advisory councils and in classrooms, many parents called for more flexibility in scheduling to accommodate work hours and other responsibilities; this was of special concern to migrant farm parents. Some parents also felt that they should receive compensation for their roles on councils and committees. Testimony also focused on the need for greater sensitivity and training for staff members on cultural diversity and respect for families' ethnic heritage, and for staff members to view parents as full partners in the program.

Providing services to parents and families:

There was a great deal of testimony on the need for full-day, full-year programming, particularly as parents enter or reenter the workforce. Comments also reaffirmed the comprehensive approach to program planning and service delivery, strongly cautioning against attempts to define Head Start narrowly as an "education program." Some witnesses stated that Head Start could take better advantage of research on parenting education and train parents not only on advocacy and program leadership but also on becoming better parents to their children. Witnesses also described the need for a more tailored approach to Early Head Start, stating that the needs of infants and toddlers are much different from those of children aged four to five and that staff require, but don't always have, specialized training in working with very young children. There was testimony on the differences between a child-centered approach and a family-centered approach, posing questions about whether the first priorities were the parents or the children.

Staff Turnover



The staff turnover rate (already low by early childhood standards) decreased from 8.2% to 7.3%, an improvement of 11% over the first five years of Head Start quality set-aside funding.

Impact of welfare reform initiatives:

We heard a considerable amount of impassioned testimony on the impact of welfare reform initiatives on parents, particularly on parents of very young children, and on the role that Head Start might play in addressing some of these issues. The need for year-round, extended-day child care has already increased, and will become critical, as more families are ushered into the workforce. At the same time, many entry-level jobs pay wages that are "too high," by just a narrow margin, for people to qualify for Head Start but not high enough for them to afford quality child care. Finally, many Head Start programs have needed to step up their job-training efforts for parents to help them work within the mandated time limits for returning to work.

Theme 3: Overcoming Divisions and Barriers to Collaboration

Comments and observations included in this theme centered on coordination within the various levels and offices of the Head Start network, opportunities for partnership with other organizations, and the emerging pre-Kindergarten initiatives funded by many states.

"It's the money, silly." State and Federal governments have not made it an economic priority to put children first. This is an excellent opportunity to directly address the role of Head Start in building broad, local, early child-care support systems and seeing themselves as either isolated or part of the larger child-care community through collaborative funding strategies. There needs to be a more proactive approach to community partnerships with existing local early child-care coalitions and more leadership and

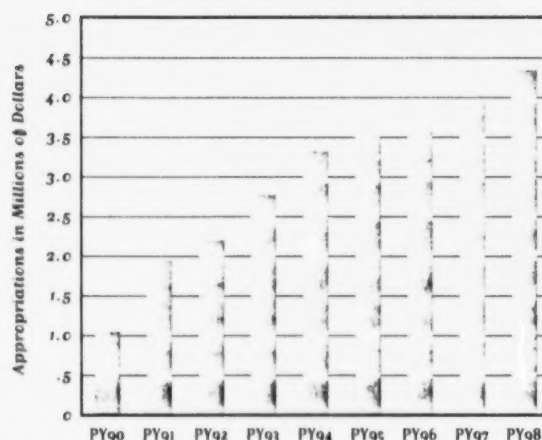
support by Federal Head Start grant process to encourage collaboration.

Head Start network infrastructure:

Witnesses expressed that there was some fragmentation among, and occasional conflicting information from, the various entities involved in administering or supporting Head Start: the Bureau, Regional Offices, Migrant Offices and Indian Offices, Quality Improvement Centers, national and state associations, and local grantees. Comments indicated that levels and quality of support and assistance were not consistent across the regions. Technical assistance providers testified that they were sometimes put "in the middle" of conflicts between the regions and the local programs, and that local programs sometimes perceived them as "Federal agents," rather than as allies, making it difficult for them to accurately assess a program's needs and render the required assistance effectively.

Partnerships with other organizations: There was a great deal of testimony on the need for broader collaboration efforts at the community level, including joint efforts on funding, community planning, training and staff development, and systemic approaches to service delivery. There was also considerable testimony offering examples of existing partnerships, national and local, some more successful than others; these included partnerships between Head Start and the PTA, the Girl Scouts, civic, and service organizations, other nonprofit organizations, community colleges, and Title I programs, to name a few. Some witnesses objected to the wording of Hearing Question 12 (see the last page in Part I of this report), in which Head Start was described as "competitive;" some felt that this language underscored an adversarial approach toward other child care and community organizations, whereas others interpreted it as meaning "viable," as in the business sector. Comments

Head Start Funding History



Head Start funding has increased from \$1,052,000,000 in 1990 to \$4,347,433,000 in 1998, an increase of \$3,295,433,000, or more than 300%.

also focused on Head Start's role and influence in the broader child care arena and the need to share lessons learned. There was much discussion of alternative funding streams and flexible use of dollars to strengthen collaboration efforts; there was also the observation that "collaboration" is sometimes promoted as a strategy when funders don't want to provide adequate financial support.

Emerging Pre-Kindergarten Initiatives: There was considerable discussion about the growth of state-funded and other pre-school initiatives and their impact on local Head Start programs. The need for greater collaboration was raised in relation to competition for funds, for staff, and for children to fill allocated slots; predictably, witnesses representing Head Start programs called for greater "collaboration" by state-funded and other programs, and witnesses representing those programs called for greater "collaboration" by Head Start.

Theme 4: Rethinking Eligibility, Funding, and Access to Services

Comments on this theme focused on the need to review the income guidelines, funding of Head Start, and the concept that ALL families, not just low-income families, should have access to Head Start.

We've had Head Start now for thirty-five years and we're serving about forty percent of the eligible children. I've done the arithmetic in my head: If we keep going at the rate we've gone for thirty-five years, we will serve all the children who are currently eligible in fifty years. Not many of us have got fifty more years to give.

Funding: There was an enormous amount of testimony, some of it quite passionate, about continuing to press for full funding of Head Start, to enable programs finally and immediately to serve one hundred percent of eligible children and families with a full array of quality, comprehensive services, on a full-day, full-year basis.



Income guidelines: There were many comments about the need to raise the eligibility threshold, perhaps to 133 percent of the current Federal poverty guidelines, particularly in light of welfare-reform initiatives that some claim are increasing the number of "working poor" families. There was testimony about the frustrating plethora of different Federal or state programs serving the same families but with different eligibility criteria, intake processes, and service requirements.

Witnesses also commented on ways and reasons to make Head Start available to non-poor families, including sliding-scale fees and access to greater diversity in the classroom.

Head Start seeks full funding, and while funding has increased over the previous years, Congress still needs to do more about this. We know that for every \$1 invested in Head Start, we reap four times that in saving later lifetime costs. It's an investment in the future. Head Start needs to do a better job of making that case to Congress and to the communities it serves.

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Part IV:

Recommendations

*The most profound expression of education is action
action in the interest of helping to heal what ails our communities,
our nation, and our world.*

—Jennetta B. Cole

Background: Recommendations Presented in Earlier Studies

The theme for the *Head Start 2010* project is "**fulfilling the promise.**" In reflecting on the inputs to this report, on the current state of child care and pre-school initiatives, and on the richness of earlier studies on Head Start, the National Advisory Panel recognized that, despite frequent obstacles and resistance, tremendous progress has been made toward improving the capacity of Head Start programs to meet the needs of poor children and families.

We also recognize, however, that in many ways the promise is yet unfulfilled.

Before presenting our own recommendations, we thought it would be instructive to review the recommendations presented in three other key reports and studies done in recent years. The three reports chosen for comparison are:

- A. *Head Start: A Nation's Pride, A Nation's Challenge* (Silver Ribbon Panel, 1990);
- B. *Head Start: The Inside Story on America's Most Successful Educational Experiment* (Zigler and Muenchow, 1992); and
- C. *Creating a 21st Century Head Start* (Advisory Committee on Head Start Quality and Expansion, 1993).

Some of the same national experts who served on the Head Start 2010 National Advisory Panel were also involved in the research and writing of one or another of these important studies. However, the first was a report commissioned and issued by the National Head Start Association on the occasion of the 25th anniversary of Project Head Start; the second was a book published independently by Basic Books/Harper Collins publishers; and the third was a report commissioned and issued by the Department of Health and Human Services. A brief summary of the recommendations from these earlier reports follows.

A. Recommendations of Silver Ribbon Panel, 1990:

The Silver Ribbon Panel endorsed three broad principles regarding Head Start funding: that it is a Federal responsibility to ensure adequate resources for program improvement and expansion; that expenditures per child should be increased; and that Head Start expansion must be accompanied by expansion and improvement in other early childhood and human services needed by low-income families. The Silver Ribbon Panel specifically recommended that the Federal government:

- 1. Invest in the quality of Head Start to ensure that the program provides effective comprehensive services to children and families; increase staff compensation and training; expand program capacity; and improve facilities.

2. Increase funding so that all eligible children who need Head Start can participate and local programs can provide services that meet the needs of today's families.
3. Provide leadership to build a more coordinated and effective system of services for children and families through collaboration and research.

B. Recommendations of Zigler and Muenchow, 1992:



1. Provide full-quality Head Start: improve salaries and benefits; enhance comprehensive services to multi-problem families; strengthen health services; reduce class size; provide Federal monitoring and technical assistance; and allocate the cost of full quality.
2. Recognize Head Start as a full partner in welfare reform: offer full-day/full-year services; and broaden job search and training strategies.
3. Allow Head Start to serve infants and toddlers; give communities flexibility to spend expansion dollars on infants and toddlers; allow Head Start more discretion in program options; and implement the infant and toddler performance measures.
4. Revamp Chapter 1 to sustain Head Start benefits in elementary school.
5. Raise the income eligibility guidelines.

C. Recommendations of the Advisory Committee on Head Start Quality and Expansion, 1993:

The Advisory Committee made several recommendations under each of three broad principles:

1. We must ensure that every Head Start program can deliver on Head Start's vision, by striving for excellence in serving both children and families: enhance quality of services; improve program management; assure accountability; strengthen training and technical assistance; and invest in research.
2. We must expand the number of children served and the scope of services provided in a way that is more responsive to the needs of children and families: serve all eligible children; expand resources for family services; and balance quality, scope of services and number of children served.
3. We must encourage Head Start to forge partnerships with key community and state institutions and programs in early childhood family support, health, education, and mental health, and must ensure that these partnerships are constantly renewed and recrafted to fit changes in families, communities, and state and national policies.

And now we must ask, what does it take to fulfill a promise? What conditions and forces must be present to transform mere words, even eloquent words, into action? We believe that it takes just three things: an affirmative will, a realistic plan, and the necessary means to carry it out.

Which of these, then, do we lack? Are we not all people of strong conviction, who reason

well and know what we must do? Do we really, in America in the 21st century, lack the means to provide every child a fair chance for a healthy, productive, and successful life?

Recommendations of Head Start 2010 National Advisory Panel

In presenting the recommendations below, we urge all sectors involved with Head Start — the Congress, the Administration, the Bureau, the national and state associations, the local programs, public agencies, and private partners — to muster the will, to develop the plans, and to procure the necessary means to implement them, and above all not only to make promises to our nation's most vulnerable children but also to keep them. We must all work together to:

1. Fulfill the promise to children and families.
2. Fulfill the promise on quality.
3. Fulfill the promise on collaboration.
4. Fulfill the promise to local communities.
5. Fulfill the promise on full funding of Head Start.

1. Fulfill the promise to children and families.

- Head Start must continue to incorporate the latest brain development research and other findings on successful early child development strategies into all Head Start program planning, implementation, and staff development with a special emphasis in Early Head Start programs.

- Head Start must also develop strategies to enhance the well-being of the most vulnerable children and families, such as those affected by domestic and community violence, severe depression, and substance abuse.

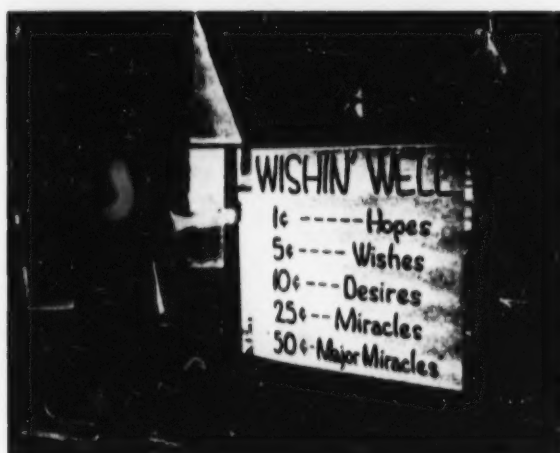
- Head Start must be more responsive to the changing needs of working parents. Local programs must include flexible scheduling to accommodate parents who work shifts or irregular hours; programs should also provide additional supports for parents entering or re-entering the workforce through welfare-reform initiatives.

- Head Start staff must have greater awareness of cultural diversity and specialized training in working effectively with families of different backgrounds and languages. Staff must also improve efforts to meaningfully and respectfully involve parents in their children's education and development, through training in effective parenting and family support strategies.

- Head Start should revise the income-eligibility policy to enable families who are above the Federal poverty line to participate in the program; a guideline of 133 percent is suggested. Head Start should also explore broader inclusiveness strategies, such as sliding-scale fee structures, to enable other families to participate, at least on a limited basis.

2. Fulfill the promise on quality.

- Head Start should implement a long-term strategy to elevate the professional standing of teachers and staff, not just through increased requirements for education and



training but also through compensation and benefits packages to attract and retain qualified individuals to commit to long-term careers in Head Start.

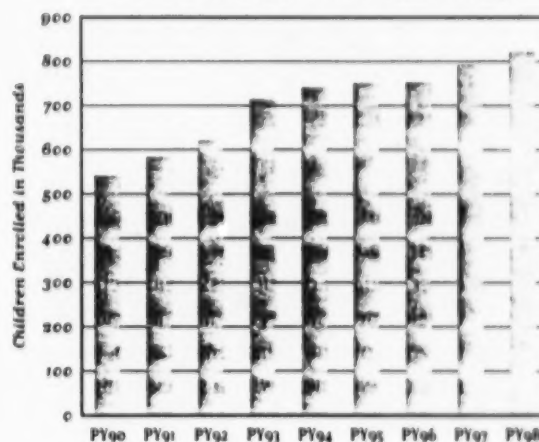
- Career ladders and staff development should include multiple tracks, not all of them necessarily requiring advanced degrees, to allow opportunities for trained paraprofessionals to remain vital to the program.
- Head Start should mount a national campaign to build capacity in local programs. Training and technical assistance must build on outcomes research and on current quality-improvement efforts to provide models that are proven but also flexible and adaptable to different realities in local communities.
- Local programs must have excellent guidance and tools not only for implementing the revised performance standards but also for managing change and for effectively incorporating systemic approaches to community collaboration, program management, and service delivery.
- Technology must play a greater role in all aspects of Head Start; directors, teachers, staff, parents, and children must have access to and training in technology applications for program management, service delivery, employment readiness, and education support.

- Stronger infrastructure is needed to support quality in Early Head Start and other supports for children aged zero to three, incorporating policy, research, staff development, and program implementation.

3. Fulfill the promise on collaboration.

- Head Start should model and disseminate a wide variety of program and resource partnerships — with Federal and state agencies as well as corporations, private foundations and nonprofit organizations — to increase local Head Start programs' access to financial and other resources and supplement Federal dollars.
- Head Start should explore additional strategies for collaboration with other child-care agencies and providers and replicate successful partnership models. These partnerships should form the foundation for an integrated system of care for children aged zero to five, with specialized training and staff

Head Start Enrollment History



In 1990, an estimated 540,930 students were enrolled in Head Start; by 1998, that number had increased to 822,316, representing a 52% increase over the 1990 figure.

development for staff who work with very young children.

Head Start must maintain its unique Federal-to-local community identity and not be relegated to the states through block grants or other strategies for devolution. Local communities must have greater input to the policy-making process and must have options for implementing programs based on their own unique circumstances.

Head Start should research and disseminate effective strategies and successful innovations in local Head Start-grantee relationships and governance models.

Head Start should mount a national strategic marketing and public awareness campaign to increase understanding and dispel myths among all sectors about what Head Start is and what it is NOT; communicate effectively Head Start's history of successes and accomplishments; promote Head Start as the most effective model of comprehensive services to young children and their families; and issue to ALL sectors (business, public agencies, private nonprofits, Federal departments, Congress, educators, parents, other early childhood and child care providers, foundations, etc.) strategically tailored calls-to-action for their support and involvement.

Will be promised in all
meeting of Head Start.

1. Head Start should receive full funding appropriated to serve one hundred percent of eligible children and families, through full-day,

Currently, I am an Education Center Coordinator. I am off welfare and am continuing my education and very near to finishing my two-year degree in child development. My children are so proud of me and I am proud of myself for pulling us out of welfare, out of the housing projects and the low self-esteem I had. I owe this all to Head Start and the many opportunities and services the program provided to this single mom and her kids. Thank you....

— Sandra Santos, Head Start parent, e-mail testimony

full-year schedules, structured along flexible guidelines to allow local programs to tailor their services around the specific needs of their children and families.

Local programs should have options on using their dollars to experiment with different models, with benchmarks over time, for moving toward full-day, full-year programming, including but not limited to partnerships with the broader child care community.

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Appendix A

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Note: Graphs and charts used in this report were provided by NHSA Research Staff.

Appendix B

Biographical Sketches of National Advisory Panel Members

Valora Washington, Ph.D., National Advisory Panel Chair, is executive director of the Unitarian Universalist Service Committee in Boston, Massachusetts. She served for eight years with the W.K. Kellogg Foundation, where she spearheaded strategic initiatives to engage communities in supporting children and families, improving child outcomes, and effecting policy change at both the national and state levels. Dr. Washington has led a number of international leadership initiatives focused on promoting the well-being of children. She has held faculty or administrative posts at several universities, including vice president and dean of faculty at Antioch College. She serves on the boards of many prominent national education and child welfare organizations, and has been honored for her work on behalf of children and families. She has authored more than 50 publications; her latest book, *Children of 2010*, addresses the trends, problems, and opportunities shaping our children's future.

Edward Zigler, Ph.D., Honorary Co-Chair, is Sterling Professor of Psychology and director of the Bush Center in Child Development and Social Policy at Yale University in New Haven, Connecticut. In 1965, he was a member of the National Planning Steering Committee that developed Project Head Start; later, he served as the first director of the Office of Child Development and chief of the U.S. Children's Bureau. In these positions, he was responsible for coordinating all of our nation's child and family services. He continues to advise cabinet officers and private foundations and to provide expert testimony to congressional

committees on social policy issues concerning children and families. Author or editor of 30 books and more than 500 scholarly articles, Dr. Zigler has received numerous honors for his achievements in the fields of psychology, mental retardation, intervention for low-income children, and child care.

Todd R. Adams, National Head Start Association's 1998 Parent of the Year, is a member of the Grand Forks Head Start Policy Council and a board member of the North Dakota Head Start Association. He serves on the Pre-K through 16 Partnership Council, a multi-agency collaborative effort funded by the Knight Foundation. Currently completing undergraduate studies in early childhood and elementary education as a McNair Scholar at the University of North Dakota, Mr. Adams intends to pursue graduate degrees in early childhood special education. He teaches Sunday school and, along with his wife, is a volunteer story-time reader at their children's elementary school.

Jeanne Brooks-Gunn, Ph.D., is the Virginia and Leonard Marx Professor of Child Development and Education at Teachers College at Columbia University in New York City. She has held numerous prominent academic and research positions and has authored more than 300 articles and 15 books in the fields of education and child and family studies. Specializing in policy-oriented research that addresses family and community influences on the development of children, youth, and families, Dr. Brooks-Gunn has received several national awards in recognition of her contributions to policy research on children and adolescence. She is conducting the national evaluation of Early Head Start with Mathematica Policy Research and is a member of the NIMH-ACF Consortium on mental health and Head Start.

Carol Brunson Day, Ph.D., is president and chief executive officer of the Council for Professional Recognition in Washington, D.C., the home of the Child Development Associate National Credentialing Program and the National Head Start Fellowship Program. Dr. Day has taught and specialized in early childhood education and cultural influences on development. She serves as the liaison for an international exchange program between schools in Reggio Emilia, Italy and the early childhood community in the United States. Her most recent book, written under the name of Carol Brunson Phillips and published by Teachers College Press, is *Teaching/Learning Anti-Racism: A Developmental Approach*.

Diane Trister Dodge, founder and president of Teaching Strategies, Inc. in Washington, D.C., has more than 30 years of experience in early childhood education, serving as a classroom teacher, Head Start education coordinator, college instructor and consultant, and program administrator. Her specialties include designing curriculum and training materials used nationwide and internationally in programs serving children from birth through age eight; training teachers and administrators; and developing award-winning audiovisual materials. She is an author of *The Creative Curriculum*, parent books, and CDA training materials. She serves on the boards of several prominent national education and child-care organizations.

Blanca E. Enriquez, executive director of Region 19 Education Support Center in El Paso, Texas, was appointed by Texas Governor Ann Richards to the Head Start/Public School Collaboration Task Force, and she currently serves as vice president of the Texas State Head Start Association. She holds state certifications in elementary education, bilingual/ESL, all levels of reading, supervision, teacher appraisal, and



management.

A frequent speaker and presenter at national education conferences on instruction, evaluation, education leadership, and quality transformation, Ms. Enriquez has been honored for her achievements on behalf of Hispanic women.

Sarah Greene is chief executive officer of the National Head Start Association in Alexandria, Virginia, and has held a host of other leadership positions in the Head Start community, including president of NHSA, executive director of Manatee Opportunity Council Head Start in Florida, education coordinator, and classroom teacher. She has been instrumental in drafting Head Start reauthorization legislation, and she has testified before Congress on behalf of the Head Start Program.

Ronald Herndon is director of the Albina Head Start Program in Portland, Oregon, and executive director of the National Association of Schools of Excellence, an organization of public school principals who are successfully educating low-income children. He is also president of the National Head Start Association; in this capacity he has provided leadership and support to Head Start programs nationwide, and was instrumental in forging NHSA's partnership with Texas Tech University to develop the NHSA Training Academy. A former teacher, counselor, community organizer, college instructor, and VISTA volunteer, Mr. Herndon helped found many community development, youth, and educational organizations.

Jane Knitzer, Ed.D., is the deputy director of the National Center for Children in Poverty at Columbia University in New York City. She has been honored for her contributions to child advocacy, having specialized in policy research and analysis of issues affecting child and family welfare and mental health. Dr. Knitzer has been on the faculty at Cornell University, New York University, and Bank Street College, and on the staff for many years at the Children's Defense Fund. She currently serves as president of the American Orthopsychiatric Association. Her most recent publication is *Lessons from the Field: Head Start Mental Health Strategies to Meet Changing Needs*.

Michael H. Levine, Ph.D., is deputy chair and senior program officer within the Carnegie Corporation of New York's Education Division, where he manages grant programs that focus on early childhood development, school readiness, urban school reform, and higher-quality teacher education and leadership development opportunities. Dr. Levine oversaw the development of Carnegie's *Starting Points and Years of Promise* reports, conceived an influential national awareness campaign on the importance of early childhood and brain development, and is developing a foundation program to address the national crisis in recruiting effective school leaders. He has held positions in Federal, state, and local government, working in education reform and youth policy.

Joan Lombardi, Ph.D., serves as an adviser to national organizations and foundations working to improve services for young children and support for families. From 1993 to 1998, she was first director of the Child Care Bureau and later deputy assistant secretary for Children and Families. Dr. Lombardi was instrumental in planning the White House Conference on Child Care and in developing policies for a national child care initiative. She was the staff director for the Advisory Committee on Head Start Quality and Expansion and principal author of *Creating a 21st Century Head Start*. She also served as project director for the NHSA Silver Ribbon Panel and authored its landmark report, *Head Start: A Nation's Pride. A Nation's Challenge*.

Matthew E. Melmed, J.D., is executive director of Zero To Three: National Center for Infants, Toddlers, and Families, the nation's leading resource on promoting prevention and healthy development during the first three years of life. Under his leadership, Zero To Three successfully established the Early Head Start National Resource Center, providing training and technical assistance to new Early Head Start programs nationwide. Previously, Mr. Melmed was executive director of the Connecticut Association for Human Resources, which received special recognition and the Award for Innovation from the Peter F. Drucker Foundation for Nonprofit Management. He has received several awards for child advocacy and community leadership.

Evelyn Moore is president of the National Black Child Development Institute, a national organization with a network of volunteer affiliates working on behalf of African American children and families, which she co-founded in 1970. NBCDI chapters provide direct services locally in early child care, elementary and secondary education, child welfare, health, and parenting. Ms. Moore has been recognized for her leadership in many public policy initiatives, including the reauthorization of Title I, passage of and increased funding for the Child Care and Development Block Grant, and the Adoption and Safe Families Act. She serves on the boards of many prominent national organizations and has received awards for exceptional achievement in advancing the rights of minorities and women.

Genoveva P. Morales-Ledesma is former director of the Washington State Migrant Head Start Council and past president of the National Migrant Head Start Directors Association. She has served the migrant community in many roles, including early childhood education and assistance program director, special services director, and Chapter I program director. She chaired NHSA's national training conference in 1998, and provided guidance for the development of evaluation procedures for Migrant programs. She has also held positions in research at the University of Texas at San Antonio, and in counseling at the University of Washington and Eastern Washington University.

Nila M. Rinehart Ed.M., has been with the Central Council Tlingit and Haida Indian Tribes of Alaska for eleven years, where she manages the regional Head Start program serving eleven southeast Alaska communities. She is a member of the Head Start Bureau's special panel reviewing current research and practices on how young American Indian children learn and develop. Ms. Rinehart served on the governing board for the National Association for the Education of Young

Children from 1994-1998 and recently completed an appointment with the Alaska Governor's Office as special assistant to the Alaska Children's Cabinet. She also manages her own consulting firm, providing services to tribal governments and state and national agencies.

Janis Santos is executive director of Holyoke/Chicopee Springfield Head Start Inc., the second largest Head Start program in Massachusetts and the largest provider of early childhood services in western Massachusetts. She serves on the National Head Start Association's Board of Directors and has been chair of the Massachusetts Head Start Directors Association and chair of the New England Head Start Association. A member of the Massachusetts Department of Education's Early Childhood Advisory Council since 1986, she began her teaching career by opening Ludlow, Massachusetts' first early childhood center under the Head Start program in 1973. Over the years, she has received several awards and honors for her achievements.

Barbara Wasik, Ph.D., is a principal research scientist and director of the Early Learning Program at Johns Hopkins University Center for Social Organization of Schools in Baltimore, Maryland. Specializing in emergent literacy and early intervention in beginning reading, with a particular focus on disadvantaged children, she has researched the role of storybook reading in vocabulary development in preschool classrooms. Dr. Wasik developed the preschool and kindergarten component of the Success for All Program, and has co-edited a book on early prevention of school failure. Forthcoming publications include a book with Carol Seefeldt entitled *Four- and Five-Year-Olds Go to School*.

Appendix C

Sources of Testimony

C.1: 1999 Hearings and Open Forums

April 15	National Head Start Association Annual Training Conference Minneapolis, Minnesota
June 28	National Parent Teacher Association Conference Portland, Oregon
July 13	Federal Agency Staff Hearing Washington, DC
July 14	Business Sector Hearing Washington, DC
July 15	Research Sector Hearing Washington, DC
July 16	Congressional Hearing Washington, DC
August 9	Child Care Bureau: Annual Meeting of State Child Care Administrators Washington, DC
September 24	NHSA State and Regional Presidents Meeting Arlington, Virginia
October 6	American Association of Marriage and Family Therapists Conference Chicago, Illinois

October 11	National Black Child Development Institute Conference Houston, Texas
November 10	National Association for the Education of Young Children Conference New Orleans, Louisiana
November 11	National Council on Family Relations Conference Irvine, California
November 15	New England Head Start Conference New Haven, Connecticut
December 2	Zero To Three National Training Institute Anaheim, California
December 12	NHSA Parent Conference Miami, Florida

C.2: Head Start Founders Panel Discussion

The Head Start Founders Panel Discussion took place on September 21, 1999, in Arlington, VA, in conjunction with the National Head Start Association's State and Regional Presidents meeting. Sarah Greene, NHSA Chief Executive Officer, presided over the session. The *Head Start 2010* National Advisory Panel was represented by Blanca Enriquez and Ron Herndon. Attending the session in the audience were state and regional Head Start leaders, NHSA staff members, and eleven new Head Start Fellows.

The guests of honor and principal discussants were five individuals who were instrumental in the earliest years of Head Start:

Jenni Klein, former Director of the Head Start Education Component;

Richard Orton, former Associate Director, then Director of Head Start nationally;

Saul Rosoff, former Acting Director of the Office of Child Development;

Sargent Shriver, former Director of the Peace Corps, and later Director of the War on Poverty; and

Edward Zigler, former Director of the Office of Child Development and Chief of the U.S. Children's Bureau.

All five had been involved with the National Planning and Steering Committee on Head Start and helped to conceptualize and implement the program in its first years.

Key Points of Founders Panel Discussion

Taking the history of the program into consideration, the Founders Panel members identified the following critical directions and focus areas for the future:

- Enhancing the management skills of the program directors through training; enhancing skills of all staff members through pre-service and ongoing in-service training.
- Providing adequate salaries and compensation packages for staff at all levels; using the political process to lobby for better salaries.
- Maintaining the original identity of Head Start as a comprehensive program (not an education program) with parent involvement and the maximum feasible role in program governance of the people receiving the services.
- Ensuring quality services by investing in the staff; the quality of the program is determined by the quality of the staff, and quality staff require training, compensation and recognition proportionate to other sectors of society.
- Gathering data and conducting a study on the outcomes on children of the recent program improvements implemented as a result of the quality set-aside funds.
- Maintaining the unique Federal-to-local relationship, rather than relinquishing authority to the states; the states may do better on salaries and on including more children, but on all other program characteristics (parent involvement, comprehensiveness, etc.), the current Head Start system does a better job.
- Addressing the need for more staff and increasing the pool of qualified workers; all programs are short-staffed.
- Working with the whole family to create a better environment for the child; must enhance parent education and focus especially on prenatal mothers, with adequate health and nutrition services.
- Enhancing the interaction with the public schools for better transitions; Head Start staff need to establish linkages early with school staff and help to secure a continuity of service.

- Working to raise the income eligibility guidelines to 133 percent of the poverty line.
- Promoting greater diversity and inclusiveness in the program by integrating at least ten percent of Head Start kids from non-poor families, perhaps on a sliding fee scale. Children should mix with people from other groups.
- Recognizing the importance of early intervention, particularly the zero to three age range, but also recognizing the need for sustained intervention over time, perhaps through third grade, as the nature of poverty is worse today than it was thirty years ago because of the prevalence of drugs and violence. The "inoculation" model of the 1960s is no longer sufficient.
- Working toward expansion to full-day/full-year services, particularly in light of welfare reform initiatives. More than sixty percent of mothers of pre-schoolers will be in the workforce in the coming years, and day care is often unavailable, too expensive, or inadequate.
- Using the political process to educate the next Administration. Head Start should organize a massive national program to increase funding, support quality, coordinate with schools and state initiatives, then get this message into the political candidates' platforms in the coming year.

C.3: Witnesses Who Provided Oral or Written Testimony

Betty Ann Ablon, Staff Member.
Child Care Group

David Allen, Participant, State Child Care Administrators Conference

Yvonne Allen, Head Start
Case Management Coordinator

Rosalinda Alonso, Oregon Migrant Head Start Parent

Pamela Arnt, Head Start Parent

Concepcion Arteaga, Oregon Migrant
Head Start Parent

Kathy Barnard, Participant, Zero To Three
Conference

Farhud Batmanqlich, President, Xanithus
Design and Press

Antonia Bell, Former Head Start Student

Michael Benjamin, Executive Director,
National Council on Family Relations

Roberta Bergman, Participant, State Child
Care Administrators Conference

Peg Berrit, Fellow, Zero To Three Institute

Wayne Blake, Ph.D., Case Management
Specialist, Concentra Managed Care

Bruce Boyden, Participant, State Child Care
Administrators Conference

Al Boyer, Head Start Director

Ruth & Oliver Brittain, Head Start Parents
Gwendolyn Brown, HS Director, Vice Chair
of County Commission

Kamaia Brown-Sparks, Vice President, Head
Start Policy Council, Terre Haute (IN)

Judy Brummell, Consultant, Region IX Quality
Improvement Center

Ruby Burgess, Ph.D. Dean of Education,
Lemoyne Owen College

Caroline Butler, School Principal and National
PTA Board Member

Martha Cabrail, Head Start Parent

Margarita Castano, Oregon Migrant
Head Start Parent

Jose Castro, Oregon Migrant Head
Start Parent

Susan Corbett, Head Start Director

Letta Cox, Head Start Training
and Resource Specialist

Cindy Craig, President, Arizona PTA

Marilyn Crichek, Participant, State Child Care
Administrators Conference

Dorothea Cudaback, Ph.D., Project Evaluator,
Oakland 2000 Ready to Learn

Patricia Cuevas, Oregon Migrant Head
Start Parent

Sarah Davis, Head Start Parent

Donna Dietrio, Local HS Director, President
of Connecticut HS Association

Brenda Dobbins-Noel, Participant,
Zero To Three Conference

Denise Dowell, Director, United Child
Care Union, AFSCME

Robert Emde, Participant, Zero To Three
Conference

Gwen Enders, Human Resource Agency, New
Britain (CT)

Sandra Escobar, Oregon Migrant
Head Start Parent

David Fernie, Participant, State Child Care
Administrators Conference

William Fillmore, Local HS Director,
President of Florida Head Start Association

Robert Filner, Rep. U.S. Congressional
Representative (CA)

John Filz, Head Start Director

Joyce Finnerty, Ph.D., Executive Director,
Institute for Neurolearning

Eileen Fitzgerald, U.S. Dept of Agriculture
Rural Housing Service

Joni Fletcher, Participant, State Child Care
Administrators Conference

Deb Florenz, Head Start Director,
South Paris (ME)

Rosemarie Franchi, Director, Child
Development/Head Start Program

Bernice Gardner, Bankport Community College
Andy Genzer, Participant, State Child Care Administrators Conference
Laurie George, Outcome Evaluation Specialist, United Way of Palm Beach County
Kathy Geringer, Head Start Director
Linda Gilkerson, Participant, Zero To Three Conference
Angela Glaspy, Head Start Parent
Susan Green, Montessori School Teacher
Lawrence Guyot, Participant, State Child Care Administrators Conference
Kristi Hannan, Graduate Student, Bowling Green State University
Dorothy Harris, Past President, Prevent Child Abuse America, Pal-Tech, Inc.
Gabby Heart, Head Start Parent
Tracy Heffner, Social Service Manager, New Britain Head Start
Verda Hines, Head Start Parent
Townley Hritz, Director of Government Affairs, NHSA
Mark Innocenti, Participant, Zero To Three Conference
David L. Jacobs, Ph.D., Professor of Early Childhood Development, Pacific Oaks College
Flora Jacobs, Guidance Counselor, Former Head Start Parent
Beth Johnson, Early Childhood Program Specialist, West Aurora (IL) Schools
Hal Kaplan, CEO of Kaplan Companies
Brenda Kellam, Family Service Coordinator and former Head Start Parent
Gwendolyn Kenner-Johnson, Executive Director, YMCA Child Care Services
Jenni Klein, Head Start Founders Panel
Sandy Kolb, Head Start Director
Ron Lally, Participant, Zero To Three Conference
Gloria Landeros, Oregon Migrant Head Start Parent
Rosalind Larsen, Early Head Start Project Director
Lee Lawber, Director, Family Support Center
Toni Ledet, Region VI DISQIC
Mary Jean LeTendre, Director, Compensatory Education, U.S. Dept. of Education
Sheila Littlejohn-Blake, South Carolina State University
Albert Long, Participant, State Child Care Administrators Conference
Wayne Magoon, Sales Manager, Beacon Printing

Raul Marquez, Oregon Migrant Head Start Parent
Matthew Martinez, Rep. U.S. Congressional Representative (TX)
Lois Mason, Ph.D., Executive Director, Hansel Neighborhood Service Center
Deborah Mayburg Strong, Participant, State Child Care Administrators Conference
Joan McCullum, Social Worker, Early Head Start
Sam Meisels, Participant, Zero To Three Conference
Peter Michael Miller, MD Participant, State Child Care Administrators Conference
Kay Mills, Author and Former Editor, *Los Angeles Times*
Genoveva Morales-Ledesma, Former Director, Washington Migrant Head Start Program
Connie Morella, Rep. U.S. Congressional Representative (MD)
Daniel Murchison, Head Start Parent and Policy Council Member
Erin Murray, Head Start Director
Jane Naujokas, Consultant, New York State PTA
Livier Navarro, Oregon Migrant Head Start Parent
Pete Neadeau, Midwest American Indian Center
Richard Neil, Rep. U.S. Congressional Representative (MA)
Marty Nogus, Former Head Start Parent
Dick Orton, Head Start Founders Panel
Chad Parker, U.S. Dept. Of Agriculture Rural Housing Service
Donald Payne, Rep. U.S. Congressional Representative (NJ)
Mauricia Perez, Oregon Migrant Head Start Parent
Kathleen Perez, Director, Indian Reservation
Cheryl Reshoudy, Former Head Start Parent
Tanya Reutz-Kuhn, Marriage and Family Therapist
Nancy Richardson, Girl Scouts of the USA
Judith Rizzo, President, Head Start/State Preschool Board of Directors
Marcy Rosario O'Bryan, Ph.D., Director, Region IV QIC
Sharon Rosenkoetter, Ph.D., Council for Exceptional Children
Saul Rosoff, Head Start Founders Panel
Tonya Russell, Participant, State Child Care Administrators Conference
Blanche Russ-Glover, Head Start Director
Loretta Sanchez, Rep. U.S. Congressional Representative (CA)
Rebecca Shanock, Ph.D., Participant, Zero To Three Conference

Sargent Shriver, Head Start Founders Panel
Sabrenia Smailwood, Head Start Parent
Ruby Smith, Director of Children's Services
Judy Socorra, Head Start Collaboration Director
Tammy Spitznagel, Head Start Parent
Jeanne Stefanac, Pennsylvania PTA
Susan Stoger, Tricap Head Start (MA)
Lisa Sullivan, Former Head Start Parent
Susan Taylor, Early Childhood Specialist, Concord Child Care Resources
Carmen Teller, Oregon Migrant Head Start Parent
Franklin Vaughn-Bey, Head Start Parent
Judy Victor, Participant, State Child Care Administrators Conference
Pattie Walter, Early Childhood Practitioner
Jeanine Ward, Youth Services Child Care
Edwin Warren, Commissioner, Health & Human Services
Dee Wetzel, Oregon Child Development Coalition
Lynn White, Executive Director, National Child Care Association
Dot Willingham, President, National Association of Family Child Care
Billy Worford, Participant, State Child Care Administrators Conference
Edward Zigler, Ph.D., Head Start Founders Panel

To any witnesses whose names we have inadvertently omitted, we apologize.

Appendix D

Sample Testimony on Four Themes

The excerpts presented here are intended to give the reader a snapshot of the broad experiences, opinions, and suggestions presented to the National Advisory Panel. In some cases the comments will reflect great consensus, while in other cases they will reflect different, sometimes opposing, perspectives. While not a scientific sampling, the comments selected for inclusion under each theme below were echoed by multiple witnesses in different words, and the excerpts appearing here have been summarized and condensed.

Theme 1. Maintaining and Strengthening Quality in Head Start Programs

The panel recognizes and alerts the reader that these sample comments may be subjective, anecdotal, overlapping, contradictory, and not necessarily universal in their applicability.

- The requirement for an AA degree is not enough. Every program should have teachers and staff with BA degrees to equip them to respond appropriately to families' multiple needs.
- Not everyone in Head Start needs AA or BA degrees. The program should train parents and community members and provide them a career track without the college requirement.
- In the next three years, the nation will need two and one half million K-12 teachers. As Head Start staff earn BAs and teaching credentials, they will move on to public schools to earn better salaries and benefits; Head Start programs will not be able to retain qualified staff without significant improvements in compensation.

- There is nothing in the regulations to prevent local programs from paying higher salaries; they may use their dollars for this purpose, but it means they will have to cut services to children and families. It's a Catch 22.
- There is a low supply of early childhood workers; many programs operate without a full complement of staff, even when funding is available for hiring. In many quarters, the profession is regarded only as "baby sitting," with low wages, low morale, poor working conditions, and no opportunities for advancement.
- The salary issue is not just an equity issue; it also signals a danger to the ability of Head Start to do basic programming in the future, not to mention expansion, if programs can't fill existing staff positions.
- Training in the early childhood field needs to be comprehensive in scope and responsive to the community; it must incorporate use of and access to technology, and people (of certain ages) must overcome their phobias and resistance to technology. Training is also important to raise the level of professionalism in the field and demonstrate successful outcomes to the community; this applies not just to initial training and certification, but also to ongoing staff development.
- While Head Start is addressing the quality issue by requiring AA, BA or advanced degrees and experience by 2003, there is no provision for meaningful and commensurate compensation for completing the training and ongoing professional development requirements. Teachers and staff who meet these requirements will move on to better paying jobs with better benefits. HHS data indicate that employees who leave Head Start programs cite salary as the primary reason.

The only way to develop and maintain quality staff is to improve jobs for the Head Start workforce.

- Head Start staff attend sporadic, multiple, one-day training events with little or no follow-up or support for integrating it back into their programs. There should be a training and technical assistance coordinator on-site locally to help with this integration. There should also be Federal support for a formal approach to reflective supervision, with adequate time and training in how to do it.
- Head Start should consider blending in-service training with other organizations at the state and community levels to bring together practitioners from various programs and disciplines. This would encourage cross-fertilization and richer training experiences.
- Head Start should work with community colleges and universities to develop "career ladder" programs to enhance the Director's role and identify steps and options for classroom staff. This would get faculty out of their "ivory towers" to revise curriculum models and mentor Head Start teachers and staff.
- Head Start is no longer a "pilot" program; many local Head Start programs have outgrown the grantees and agencies which "oversee" them and that now just transfer funds.
- When a new grantee takes over, the Regional office should take a more active role in monitoring to ensure that: (a) some consideration is given to retaining the qualified and experienced staff of the previous grantee who want to continue with the program; (b) there is smooth transition between grantees; (c) attempts by staff to legally organize and form a union are not illegally stifled by the

grantee; and (d) there is more cooperation from Federal office in meeting with locals to resolve disputes.

- There should be a clarification of the policy between the local program and the Regional/ National offices on issues that are not mandated policy but rather position statements or preferences of the Regional office; locals need a process for mediation of conflicts with Regional offices.
- Many programs (particularly small, rural programs and delegate agencies) are struggling with the new "systems approach" in program design and management. They need time to build a program infrastructure and technical assistance on systems and models and replicable best practices.
- There is no reason to believe that the States would do a better job of running Head Start if the funds were block-granted; the Federal-to-local arrangement should be preserved.

One of the beauties of Head Start is its flexibility and adaptability in a rural environment. As the panel makes its recommendations, please be sure to retain the flexible character of Head Start.

— Billy Worford,
Child Care Bureau
Hearing

- Head Start's unique Federal-local connection is both a blessing and a curse: it gives ownership of the program to local grassroots people but it also bypasses the governor and the state legislature who, in 30 states, have created their own competing, state-level pre-school programs for low-income families.
- In administering these programs, the States are better in a few ways (staff compensation and broader eligibility guidelines), but in all other characteristics (parent involvement, health, comprehensive services, etc.) they do not measure up to the existing Federal-local Head Start models.
- Head Start centers have improved as a result of the Quality set-aside, and the worst centers actually improved the most. We must collect the data that show that this is a good investment, and that better Head Start centers result in better outcomes for children.
- While accountability is important, there is a danger of moving into an "accountability culture" like in the K-12 system, which has not helped children at all. We must adopt "result-driven" accountability, not accountability focused on process or instruction. We must also recognize distinctions in program accountability in Zero To Three/Early Head Start programs vs. Head Start for four-year-olds.

Theme 2: Enhancing Support for Parents and Families

The panel again alerts the reader that these sample comments may be subjective, anecdotal, overlapping, contradictory, and not necessarily universal in their applicability.

- Head Start should maintain its integrity as a poverty program, remembering why and for whom it was created. Some recent changes in

program guidelines and the performance standards seem to be moving away from that identity. Also, some programs seem not to focus enough on literacy development.

- The Panel must not lose sight of the people whom these programs purport to serve, and must strive to empower those persons to take on meaningful roles in the governance of the programs and institutions that affect them. It is critical to broaden the base for what we do, beyond just the well-meaning professionals and government officials, to help people organize and participate in public debates, political processes, and civic activities that constitute a democracy.
- Head Start could help engender stronger cultural traditions and tighter sense of family, particularly for certain immigrant groups. There could be more outreach to foreign-born families, to ascertain their needs and interests and involve them in implementing program ideas of their own. There could also be more involvement of older people, relatives or not, to create an extended family environment.
- Head Start must do more to keep up with technology in the classroom to help children and parents succeed. Head Start needs to invest in better equipment, teacher training and parent training, to enable families to be competent in a technological society.
- Head Start needs to provide full-day/full-year services to be responsive to changing needs of working families. Many families going off welfare do not work "regular hours" but still need Head Start support.
- One observation relates to full-day/full-year programs. When young children spend ten to twelve hours a day away from their family, for twelve months a year, we must look very closely at what that experience means to them

in terms of emotional development. Learning takes place in the context of relationships, and some program models are quite disruptive to positive relationships. It's not just "ready to learn," but also "ready to care."

- Many Head Start programs could benefit from better dissemination of best practices and evaluation of outcomes of parenting education: parents need training not just on how to be more involved in governance and classroom activities, but also on how to be better parents at home.
- Head Start parents can continue their advocacy and involvement and support of their children's education after transition to public schools by becoming actively involved in the PTA. In turn, the PTAs can help to welcome and orient Head Start parents to the new public school environment and processes.
- Migrant Head Start programs must move beyond seasonal services to provide support when families enter and exit the area, help with housing and transition services, and offer more flexible scheduling of trainings, meetings, and events to accommodate nontraditional work schedules.
- Head Start programs should be more sensitive to families' native languages and cultures. The current *Head Start Yellow Pages* lists twenty percent of families with Spanish as their first language. Trainings, conferences, books and materials should be in the parents' first language, and the staff should be trained to value and embody cultural diversity.
- All of our educational models in this country are based on a European-centered paradigm, when that does not represent the ethnic heritage of many of our families. It is important for children to see and identify with people like themselves in positions of achievement.
- Head Start needs more research and training on working with complex, difficult parents and families — those not emotionally available to participate in the program due to loss or trauma.
- There is a systemic view of service delivery, particularly mental health services, which holds that by focusing primarily on the parents' needs and serving them first, you can serve the children best. However, Head Start's emphasis on "child-centered" services does not always support this approach.
- Another recommendation to this panel is to ensure that Head Start does not become an "education program." It is a comprehensive family program, and we should reject attempts to make it just another part of the education system, although we should ensure that it partners with the education system.

Theme 3: Overcoming Divisions and Barriers to Collaboration

Again subjective, anecdotal, not necessarily universal.

- There is not always good coordination among the various offices within the Head Start network (Migrant programs, Indian programs, Regional offices, Head Start and Early Head Start, the Federal Bureau, NHSA, etc.) This causes a lot of confusion and frustration for local programs in the field.
- Head Start should provide leadership in service integration; it needs to "use its clout to bring more people to the table to explore and create integrated systems of service delivery" for children and families and overcome the fragmentation of categorical funding and traditional program models. Head Start could be the "ticket into the family" as a whole; this

is especially critical in light of new thinking on how dollars should flow down to states and communities.

- The local Head Start and Community Action Agencies sometimes still view other programs as competitors rather than as partners, particularly when new money becomes available. For example, in Maryland, Head Start and the CAA could have been at the core of the Governor's Healthy Families America initiative, but were not part of that partnership.
- There is room in many communities for broader partnerships and a "single point of entry" for parents seeking assistance, whether for prenatal and infant services from Zero to Three, or Head Start for toddlers, or Healthy Families America for parent support, or other local, state or Federal programs. Funding could be channeled to the appropriate program through a seamless system in which funding is invisible and there is no differentiation among children whose parents pay directly for care and children who receive subsidized services through various funding sources.
- Innovative partnerships can help Head Start to expand where Federal funds are insufficient. For example, a partnership between a Community Action Program (CAP) and a university to offer on-campus child-care for migrant families enabled the university to provide a needed community service while also offering supervised pre-service training and practicum experience for students and faculty in interdisciplinary studies.
- Partnerships with businesses and civic organizations (Kiwanis, Shriners, etc.) can support more family-life educator training for Head Start staff, who then help businesses' "bottom-line interests" by reducing employee absenteeism and turnover that result from family crises.
- It's "smart business" for businesses to partner with Head Start and to support quality child care and family strengthening initiatives; this is where their future workforce and customers are. It's important to invest early, with financial support, site-based facilities, resource and referral services for employees, and family-friendly policies. It's also important to become involved in the community, support volunteer programs, and provide management expertise to help these programs achieve their outcomes.
- Businesses care about collaboration in the community; Head Start programs do this, but most could do it better. They should think about collaborating not only with their traditional partners (human-service agencies) but also with the Chamber of Commerce, the United Way, the Lions Clubs and other civic organizations, with businesses and professional associations. Too often, Head Start sees some of these entities as competitors rather than partners.
- When Head Start expands to full-day, full-year, or into Early Head Start, it does not always tap into established early childhood councils and working coalitions, but rather sets up independent programs that compete with other existing full-day programs in the community.

- There seems to be lots of rhetoric about collaboration in the grantee applications, but not so much real collaboration in practice; perhaps there could be more Federal leadership, encouragement and support for actual partnerships in Head Start programs.
- In the last ten years, more than one hundred Girl Scout Councils across the country have partnered with their local Head Start programs to implement the national partnership memorandum of understanding. As a result, thousands of Head Start girls have become Daisy Girl Scouts, enhancing their transition to school and subsequent chances for success in life.
- There is a good fit between Head Start and PTA programs, where they can share workshops and training in advocacy, parent involvement strategies, and education support techniques. They should consider exchanging courtesy seats on each other's Boards, and implementing "Continuity for Success" – the national partnership on transition developed jointly by NHSA and NPTA.
- Local Head Start programs should do more to mentor and train other private, church-sponsored and community child-care providers. Head Start provides much better quality care and services than many other agencies, and they should benefit from the knowledge and experience Head Start has amassed.
- If Head Start and Department of Education programs work together combining our respective strengths, we may be able to broaden our reach to serve more children with higher quality services. Head Start and the Child Care Bureau have begun working together to coordinate programs at the local level to create more full-day programs for children; schools must be a part of this effort.
- There are joint funding opportunities for local communities, where Title I pays for teachers and Head Start or other early childhood providers pay for the wrap-around services that make comprehensive full-day programs possible. The Administration's current proposal to reauthorize Title I funding contains language indicating that Title I funds may be used to jointly fund and operate programs with Head Start, Even Start, or state-funded pre-school programs.
- Another area for collaboration is professional development. Title I and Even Start statutes currently permit joint professional development, and the bill to reauthorize the Elementary and Secondary Education Act proposes a new professional development initiative to help early childhood educators facilitate children's language and literacy through competitive grants to support intensive training in literacy education, early childhood development, and best practices.
- There are numerous examples (e.g., Newport News, VA; Taylor, TX; Charlotte, NC; Webster Groves, MO; among others) of collaboration involving Title I, Head Start, local early literacy programs, Even Start, Parents as Teachers, state pre-school programs, the local community college, local public library, and other public and private entities working together to provide "resource-rich, literacy-rich" environments for low-income children and families.
- We must remember the needs and issues of Native American tribes in running these child care or Head Start programs. Collaboration is really important, but can often be difficult because of Federal regulations controlling certain funds and programs. Another issue is the fragmentation within Head Start nationally between the Regional offices and the Tribal office in Washington. The final point is to

remember that, when speaking of "national standards," there are 520 tribes and they're all unique.

- "Collaboration" is good and can maximize resources available for low-income families. BUT to use "collaboration" as the sole vehicle for Head Start expansion without adding more funds is very bad, as it waters down quality by trying to serve more children and families with the same money.
- One definition of "collaboration" is "consorting with the enemy." Collaborations work best when all parties realize that we're coming in from different perspectives and resources, and we're coming to the table to see how we can make things fit together, not just take from each other.
- Among the partnerships we must continue to build are the Federal, state and local health partnerships. Particularly now in light of managed care, states are struggling to provide insurance for children and enroll children, and this is where Head Start has helped; Head Start has been a prototype in getting the word out and marketing these services to families.

Theme 4: Rethinking Eligibility, Funding, and Access to Services

Again subjective, anecdotal, and not necessarily universal.

- Head Start has thirty-five years of experience and knowledge as the first and only early childhood program to offer quality comprehensive services to low-income communities. It should emphasize its role as the "leading laboratory of early childhood development," not just for low-income families but for all families. All parents need help, and all families should benefit from the lessons Head Start has learned. It must lay the foundation to position itself in the mainstream as an early childhood development system that supports every family, regardless of income, tailoring services to the different needs of the communities it serves.
- Currently, Head Start serves fewer than forty percent of eligible children and families. The Head Start 2010 panel should consider this in its report, and call for full funding, which has never yet been in place. In the Federal budget, defense has always been the biggest priority, but that money could have been spent to secure a real defense, the education of all our people; we cannot operate smart bombs without a smart populace. While seeking to expand Head Start, we should also concentrate on Early Head Start, which only serves two percent of eligible infants and toddlers currently; we must permit existing Head Start grantees to expand their programs to serve infants and toddlers, not in competition with Early Head Start grants.

- Head Start's income guidelines are too rigid and exclude the working poor — those just over the Federal poverty line but still in need of support and unable to afford private child care. Head Start should consider 133 percent of the Federal poverty guidelines as the base amount.
- A sliding-scale fee structure might be a good option for some families that do not now qualify for Head Start but that want and need it.
- Head Start appropriations in future years must be significantly larger than before, in order to accommodate larger enrollments, to guarantee better qualified teachers with college degrees, to expand to full-day/full-year services, to strengthen childcare through increased subsidies for low-income families and expanded after-school programs, and to help parents begin to work their way out of poverty.
- Head Start should consider revising the income guidelines to allow more families to participate, especially the working poor or families that are just over the line. Welfare reform has gotten off to a good start, but it has changed the paradigm and we need to recognize that and support these families.
- Several Head Start programs in New York have had a large number of open slots because of the eligibility requirements, even after opening spots for child care, collaborating with others, etc. They had these slots open because they could not find children who were dually eligible for Head Start and for child care subsidies. They were going to have to close if they couldn't fill their slots, so we looked at how the population was changing in terms of employment and income, we also discovered that many families were not choosing Head Start because the adults worked nights or weekends and Head Start was not open then. The

lesson here was that there was a new role for Head Start, in enrolling the children for part of the day and allowing the families to use their subsidies to pay for child care at other times.

- During last year's reauthorization, we were in danger of writing the law too prescriptively for the local programs to make the best decisions about delivering services responsively to children and families. The Chairman felt it should be a needs-tested program, on the one hand, and on the other hand, he felt it should be expanded to people who didn't fit into the poverty criteria. Now, with welfare reform, we do need to provide more services for the working poor, and we need to re-examine the income guidelines for Head Start.
- Head Start needs to integrate non-poor children into the program, perhaps on a fee scale. It is not right to segregate the poor. Children need to mix with each other and be exposed to people from all walks of life.

Appendix E

Background Information on the National Head Start Association

The National Head Start Association (NHSA) is a membership organization for state and local Head Start programs and their partners. The role of NHSA is to:

- Define and implement strategies for maintaining, improving, and funding the Head Start program – in a way that responds to the needs of the general membership.
- Provide training and professional development services for all categories of membership.
- Advocate for the provision of quality services to the Head Start community.
- Advocate for measures that assist parents to meet the needs of their children and families and to become economically self-sufficient.
- Advocate for training and professional development for Head Start staff; and
- Develop and disseminate research, information, and resources that affect child and family-oriented legislation and Head Start program delivery.

The National Head Start Association is governed by a forty nine-member Board of Directors composed of Head Start directors, staff, parents, and friends from all twelve regions of the country. This makeup ensures that NHSA understands the diverse needs of all segments of the Head Start community and that it bases its efforts on those needs.

The services that NHSA provides to its members include: quarterly newsletters, journals, and other publications; opportunities for personal growth and professional development through training conferences and scholarships; advocacy through professional government relations initiatives; research and evaluation; partnerships with other national organizations; and special programs for members, such as the Quality Initiative and credentialing through the NHSA Academy.

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The National Head
Start Association
is grateful to the
following groups
and individuals
for their assistance
in the production
of this book:

Salvatrice DeLuca,
for writing and
editorial services:

The Learning Channel
for graphic design,
layout, and
production.



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